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COLONIAL ANNUAL REPORTS

Jamaica

1946



LONDON: HIS MAJESTY'S STATIONERY OFFICE

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IN 1940, PUBLICATION OF THE SERIES OF Colonial Annual Reports was suspended. The Reports now being issued cover the events of the first year after the war, and in many cases reference is made to progress during the war years.

All issues in the new series will have a pictorial cover and most will contain four pages of illustrations and a map of the Dependency concerned.

Particulars of the series are given inside the back cover.

COLONIAL OFFICE

ANNUAL REPORT ON
JAMAICA
FOR THE YEAR
1946



LONDON: HIS MAJESTY'S STATIONERY OFFICE

1948

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The Cover illustration shows the transporting
of sugar cane to the factory

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ANNUAL REPORT ON JAMAICA

FOR THE YEAR 1946

PART I

GENERAL

There was little spectacular change in the political field during 1946, the second year since the introduction of the New Constitution, and the strength of party representation in the House of Representatives remained almost unaltered. In a bye-election in Western Hanover caused by the death of Dr. F. G. Veitch, a former Speaker of the House, a Jamaica Labour Party candidate was returned with an increased majority over a People's National Party and an Independent candidate. In a second bye-election in Southern Trelawny made necessary by the death in October, 1946, of Mr. M. M. Thelwell of the Jamaica Labour Party an Independent candidate, Mr. C. A. Neita, was elected with a majority of 193 over the Jamaica Labour Party candidate, and another Independent candidate forfeiting his deposit. The strength of the parties in the House of Representatives was consequently:—

Jamaica Labour Party	23
People's National Party	5
Independent	4

It had been hoped to hold new elections for the Council of the Kingston and St. Andrew Corporation and the Parochial Boards towards the end of 1946 or early in 1947, but a difference of opinion arose between the House of Representatives and the Legislative Council on important clauses in the Bills providing for new local government elections. A majority of Legislative Council maintained that in order to preserve continuity between the present local government authorities and those to be elected at the new elections and also to enable use to be made of the experience of those who might not wish to seek election a new system should be introduced whereby a small number of members of Parochial Boards should be nominated by the Governor to sit on the Boards with the majority of elected members. A majority of the Legislative Council also maintained that the present system of aldermen should be retained in the Council of the Kingston and St. Andrew Corporation whereas the Government proposal, which had been accepted by the House of Representatives, was that the question of whether the system of aldermen should be maintained, and if so in what form, should be discussed with the newly-elected Council of the

Corporation after the elections. The majority of the Legislative Council (with the casting vote of the President) passed amendments accordingly but these amendments were not accepted by the House of Representatives. The amendments proposed by the Legislative Council have since been reconsidered and abandoned by the Legislative Council and the elections are accordingly to proceed on the basis of the Bills as first passed by the House of Representatives. This difference of opinion resulted in postponement of the elections, which are now expected to take place in the latter part of 1947.

The existing Council of the Kingston and St. Andrew Corporation and the Parochial Boards were elected as long ago as 1939 and the Government has decided not to proceed with the consideration of comprehensive proposals put forward by Mr. L. C. Hill in his report on the Reform of Local Government in Jamaica (published in December, 1943) until the new local government elections have taken place when consultation on the proposed reforms can be undertaken with the newly-elected local government authorities. Another reason for postponing action on local government reform was that it was considered that it would be unwise to undertake far-reaching changes of the kind proposed by Mr. Hill immediately following the constitutional changes in the central Government and Legislature introduced at the end of 1944.

Certain important innovations have, however, been made in regard to the forthcoming local government elections the chief of which are that the elections, like those for the House of Representatives, will be on the basis of full adult suffrage and also that the system of single member constituencies will be introduced instead of the former local government system under which several members of local authorities were elected from each constituency.

Another change in the administrative sphere affecting local government has been the establishment of a Local Government Division in the Colonial Secretary's Office in which all headquarters staff dealing with local government affairs, which was previously divided between the Secretariat and the Treasury, has been concentrated. The functions of this new Division are to keep in close touch with local authorities, not only by correspondence but also by frequent visits to those authorities, to ensure that no delay occurs in representing the needs and requests of the local authorities to the Government and to communicate the Government's decisions promptly to those concerned. The new Division has already been able to make a useful contribution towards improving relations between the local authorities and the central Government.

The year 1946, did not pass without unrest and some disorder arising from industrial and political disputes. In February, a strike of employees at the Government Mental Hospital was followed by strikes of subordinate employees in other Government Departments, including Prison warders and the staff of the Jamaica Government Railway and Printing Office.

There were also strikes in the sugar factories during the period from February to April, at Kingston Port in the months of June and July, and amongst certain subordinate employees of the Kingston and St. Andrew Corporation. The production of sugar and shipping in the ports, though delayed, were not seriously affected.

During the latter part of the year the Government was much concerned with financial pre-occupations. When the annual estimates were presented to the House of Representatives on the 29th of June,

it was possible to show a surplus in hand of over £1,000,000 and a balanced budget. New commitments had, however, to be met shortly after the passing of the estimates, and increases in pay to the Police and subordinate Government employees were granted at an annual cost of £234,000. In addition grants amounting to £142,656 were made to the Kingston and St. Andrew Corporation to enable additional works to be undertaken in Kingston and St. Andrew. Meanwhile very heavy additional commitments had to be met in subsidies on imported foodstuffs. It had been anticipated when the estimates for the financial year 1946-47 had been prepared that subsidies on imported foodstuffs would amount to about £16,000 a month throughout the year but the upward adjustment of the Canadian dollar exchange rate and the serious increase in prices of food imports from North America made it necessary to provide as much as £60,000 a month by September. For a few months the Government decided to maintain existing retail prices and meet the increased subsidies consequently required but further increases in the purchase price of imported foodstuffs (particularly flour, the landed cost of which rose from £2 13s. 9d. per bag of 196 lbs in January to £3 14s. per bag in December) rendered this impossible and a gradual increase in retail prices of imported foodstuffs had to be permitted in order to avoid the crippling effect of the subsidies which would otherwise have been necessary. At the end of the year the Government was however still meeting a monthly subsidy bill of over £57,000. All assistance from His Majesty's Government in price stabilisation subsidies ended on the 30th of September just at the time when the serious increase in prices of food imported from North America took place.

It was fortunate that revenue was well maintained, and that previous estimates of revenue were exceeded during this anxious time, and it is anticipated that the final figures will show that the first estimate of ordinary revenue for 1946-47 (excluding Colonial Development and Welfare grants and loans) which was £7,188,996 will be exceeded during the full financial year by over £600,000, mainly due to increases in import duties. While this welcome addition has taken place, which has restored to some extent the financial position, the effect of the increased food prices and subsidy bill has had the effect of forcing up the cost of living and at the same time making it impossible for the Government to meet the many demands for increased expenditure to which the advance in the cost of living has given rise.

In the sphere of agricultural production 1946 has been an encouraging year. A record year of sugar production brought the total output to nearly 178,000 tons as compared with about 153,000 tons in 1945. Following the resumption of shipment of bananas to the United Kingdom at the end of 1945, six million stems were exported during 1946 and owing to the high selling price in the United Kingdom substantial profits were obtained, from which a balance of approximately £350,000 remains available for insurance and future price stabilisation. The banana industry has been given further stimulus by the negotiation with the United Kingdom Ministry of Food of a satisfactory guaranteed price to cover 1947 and 1948, which should make it possible to pay the growers 7/2 a count bunch for the full two-year period, and by the introduction of the Banana Industry Insurance Law under which banana growers are insured against hurricanes.

Efforts have continued to encourage production by ensuring satisfactory prices, wherever possible for a long term, for other products and the five-year guaranteed price obtained from the United Kingdom Ministry of Food for coffee should enable that industry to be firmly re-established under a scheme of rehabilitation which is to be financed

by a Colonial Development and Welfare Grant of £63,550 and a loan of £35,000.

During the year progress has been made with the major scheme of reorganisation of the Department of Agriculture which was launched in 1945, under which the work of the Department is to be organised from agricultural stations on which Senior Agricultural Officers and their staff are to reside. The object of this scheme is to decentralise the activities of the Department and bring them into closer contact with the farming community. Land for three main stations has already been acquired and work on their development proceeds. Progress in the reorganisation of the Department has also been accelerated by the recruitment of much-needed technical staff: the following new staff took up duty during the year—two Senior Agricultural Officers, four Veterinary Officers, a Veterinary Investigation Officer, a Senior Livestock Officer, a Pasture Management Officer, an Agricultural Economist, a Poultry Specialist.

Progress has also been made in the Governments' policy of a steady expansion of land settlement whereby estates are purchased for allotment to small cultivators. Over 100 properties with an area of well over 100,000 acres have been purchased and settled since the programme of land settlement began ten years ago. Four new properties have been purchased during 1946 with a total area of 5,746 acres and five Agricultural Centres with an area of 7,267 acres have been partly converted for land settlement purposes. In the allotment of small holdings on these lands preference has been given to Ex-servicemen up to a fixed maximum (usually 40%) on each property.

Another encouraging factor in the sphere of agriculture has been the strengthening of associations of producers and nearly all the main branches of agriculture are now organised in powerful associations, several of which are financed by a statutory cess on produce exported. It is the policy of the Government to give every assistance and encouragement to these associations so that the needs of farmers may be well represented and their interests protected.

While it is well recognised that more intensive use of the land and improved systems of cultivation together with more efficient agricultural services must be first aims of policy, increasing interest has been shown in industrial development. The most encouraging advance which has already taken place in this direction is the start which has been made in the construction of two large new sugar factories in Clarendon with an approximate total capacity of 60,000 tons a year. Other advances are expected now that materials and machinery are more readily available and preliminary discussions have been undertaken with a view to the establishment of other industrial undertakings including a canning factory, a textile factory and a plant for making use of gypsum for building purposes. Draft mining legislation was prepared and discussed in London with the advisers to the Secretary of State in the hope that mining of bauxite will soon be undertaken, and the possibility exists that a factory will be established in Jamaica for the treatment of bauxite before export.

Protracted negotiations with the Associated Portland Cement Manufacturing Company with the object of setting up a cement factory in Jamaica continued without agreement being reached. These negotiations have since broken down and the Government has been urgently considering other applications to erect a local cement factory.

Another development of first importance to the Island is the increase in tourist traffic. The existing hotels are quite inadequate to meet the number of visitors who wish to come to Jamaica and there has been ample evidence that if greatly extended hotel accommodation

can be provided Jamaica will reap valuable economic benefits from the tourist trade. Under the Hotels Aid Law of 1944, concessions in regard to import of materials and equipment without payment of customs duty and also in regard to taxation were offered to encourage the building of new hotels and the extension of existing hotels but difficulties in obtaining material prevented any considerable addition to the available accommodation during 1946. There have since been indications that greater advantage will shortly be taken of the concessions granted under the Law and there can be no doubt that the opportunity exists of making the tourist industry one of the principal assets of the Island.

The importance of improved methods of agriculture and the extension of industrial activity have been emphasized by the problems arising from unemployment and under-employment. These problems were reduced during the war years for many reasons. About 10,000 men volunteered for the Services of whom about 7,000 served overseas, mostly with the Royal Air Force. From 1943 to 1945 48,619 farm and industrial workers were recruited for work in the United States of America where they earned high rates of pay and returned with considerable accumulated savings. Increased employment was provided by the construction of the United States base at Fort Simonds in Clarendon. With the end of the war these opportunities of employment were rapidly reduced. The construction work at Fort Simonds ceased, recruitment for work in the United States of America was reduced (only 7,797 Jamaicans went to the United States of America in 1946 as compared with 23,153 in 1945) and approximately 4,000 were released from the Services. All of these factors have increased the unemployment problem which has been rendered more difficult to meet due to the fact that a number of projects which would have helped to relieve the situation were delayed owing to lack of materials and trained technical staff. It has been particularly difficult to take effective steps to find employment for returning Ex-servicemen. A Resorption Department was set up in 1945 and in 1946, Ex-Servicemen's Assistance Boards were formed in all parishes working under the direction of a Central Ex-Servicemen's Assistance Board. Schemes were prepared to assist Ex-Servicemen in land settlement, housing and technical training and provision was made for loans to men who wished to establish themselves in trades on their own account. There has unfortunately been administrative delay in putting some of these schemes into effect, one of the principal reasons for which was the necessity to ensure that only suitable land should be acquired for settlement and to check title to small holdings which some of the men wished to acquire outside Government land settlements. Shortage of materials delayed construction of houses. While progress has been made in overcoming these obstacles the principal difficulty remains of finding suitable employment for the men who do not wish to avail themselves of these special benefits—particularly those in Kingston. This is a part of the general unemployment problem for which no quick or easy solution can be found.

The urgent need to provide additional opportunity for employment has rendered it additionally important to make all possible progress with the preparation of schemes to be financed by grants under the Colonial Development and Welfare Act but this has not been easy, again owing to shortage of technical staff and materials. The architectural staff of the Public Works Department is in numbers quite inadequate to meet the heavy demands made upon it and efforts to recruit new staff have not yet been successful. Materials for building and water supplies have been most difficult to obtain. These factors

have led to serious delays in the execution of plans for constructing new houses, schools, hospitals and water supplies and though some improvement in this situation may soon be expected it is not yet possible to foresee any very rapid acceleration of such works.

It has been wrongly assumed by local critics that the reason for these delays was the fact that the Ten Year Plan, a draft of which was published early in 1946, has not yet been finally approved. In fact all possible progress has been made in schemes included in the draft Plan throughout the year and during 1946-47 an amount of £518,364 was expended on schemes included in the draft Plan.

The draft Plan was debated in the House of Representatives and the Legislative Council and then revised in the light of the comments and criticisms expressed in those debates and in public discussion before it was referred to the Secretary of State for the Colonies. The preparation of the Plan has already served a most useful purpose in bringing home to the public the fact that even with the allocation of £6,500,000 under the Colonial Development and Welfare Act to Jamaica and its Dependencies for the ten-year period the funds likely to be available from all sources, including increased local revenue and loans to be raised, cannot possibly meet all the demands for development and welfare which have been put forward. The problem is therefore primarily one of deciding what projects are of first urgency and what balance should be struck between the many needs to be met. A realisation of the limited resources on which the Colony can rely has already led to a more practical approach to the many urgent problems which face the Government and a realisation that the utmost economy must be practised in Government services, and that expenditure must be restricted to the most urgent schemes of permanent benefit.

An account of the principal events in Jamaica during 1946, is set out in the remainder of this report. Special reference should be made to one development of major importance to the future of the West Indies in general and Jamaica in particular. In 1945, it had been decided to establish a West Indian University College in Jamaica and the Jamaica Government in warmly welcoming the proposal had undertaken to do its utmost to assist in securing a suitable site and also to meet its share of the recurrent cost. 1946 saw advance in the preparations for the establishment of the University College. The announcement of the selection of the Principal, Dr. T. W. J. Taylor, C.B.E., was made in October and the first meeting of the Provisional Council of the University College, on which all the British West Indian Colonies concerned were represented, took place on the 7th of January, 1947. It was decided that the Medical School and Hospital to be attached to the University College would be established in Jamaica and it is hoped that a temporary medical school will be ready to start its work in October, 1948. These developments have been followed with keen interest by the Jamaica public and the Government has seized every opportunity to show its anxiety to provide all possible assistance to the Principal and his staff.

PART II

CHAPTER I—POPULATION

There has been a steady increase in the population over the past 100 years, the rate of growth being more rapid in the last 25 years during which the population has increased by nearly 50%. The estimated population at the end of 1946 (based on the last Census of 1943) was 1,314,025—an increase of 24,953 over the previous year. The excess of births over deaths in the previous three years was:—

1943	..	..	21,813
1944	..	..	22,796
1945	..	..	19,080

The sex ratio as revealed by the 1943 Census was 937 males to 1,000 females.

While the birth rate has declined slightly over the past 21 years, the death rate has been reduced considerably during the same period as the following figures show:—

BIRTH RATE

		Per 1,000	Percentage of illegitimate births
1925	..	34.88	71.89%
1943	..	31.54	69.81%
1944	..	33.16	69.33%
1945	..	29.98	68.83%
1946	..	30.76	..

DEATH RATE

		Per 1,000
1925	..	21.61
1943	..	14.07
1944	..	15.07
1945	..	14.91
1946	..	13.33

The 1946 death rate is the lowest ever recorded. Comparative life tables prepared in 1943 shew that the estimated expectancy of life is 51 years for male infants and 54 years for female infants—an increase of approximately 15 years over the life expectancy of 1921.

The number of marriages in 1946 was 7,531 as compared with 6,305 in 1945, 6,379 in 1944 and 5,539 in 1943. Only in one previous year has the number of marriages exceeded 7,000.

CHAPTER 2—OCCUPATION, WAGES, LABOUR ORGANIZATION

OCCUPATIONS

The Colony possesses few industries apart from those associated with agriculture and the number of persons engaged in agricultural undertakings far exceeds that employed in any branch of industry.

The 1943 Census shows that, out of a population of 1,237,000, 505,100 persons were gainfully occupied in January of that year, and that of this latter amount,

221,400 were engaged in agriculture

102,400 were in service industries, *i.e.*,

as domestics, labourers, renovators, waiters, etc.

59,200 in the manufacturing industries

38,500 in trade and commerce

34,200 in construction

11,400 in transportation and communication.

Unemployment and under employment present a serious problem particularly in the urban areas, since there is a tendency on the part of labourers in the country districts to migrate to the towns, and it has been necessary from time to time in the past when seasonal employment is at a low ebb to provide employment by means of relief works in the principal centres. Projects financed under the Colonial Development and Welfare Act and the annual recruitment of labour for the U.S.A. have relieved the unemployment problem but even with increased development in coming years there is little or no prospect of providing full employment for all.

WAGE RATES, ETC.

In recent years there have been steady advances in wage rates and earnings. In the lowest category the wage of unskilled daily paid labourers employed by Government has risen during this period from 3/- a day for men and 1/8 a day for women, to 6/- a day (*i.e.* 4/6 plus 1/6 bonus) for men, and 4/- a day (*i.e.* 3/- plus 1/- bonus) for women; the wages of privately employed labourers in this category are not usually as high. Wage increases have taken place amongst all classes of wage earners. The highest increases occurred in the pay of workers engaged in the gathering and packing of coconuts and citrus (200%), the Kingston longshoremen (150% and 120% overtime) sugar workers (88%) and banana workers (60%), while the lowest occurred among clerical workers and in the manufacturing trades where they ranged from 25% to 40% over pre-war levels. Overtime rates in 1946 averaged time and one-half in general, with slight variations in one or two industries.

The salaries of Government officers and employees were regraded in April, 1943. The increases of salary ranged between 10 and 20 per cent. and did not as a rule exceed the latter figure except in the higher professional posts. In addition, the Government began to pay, in that year, a Cost-of-Living Allowance or Bonus on a sliding scale, to Government staff in the lower salary categories. The rates of bonus, which were increased in 1944, are at present 33½% on the first £100, 20% on the second £100 and 10% on the following £125. Salaries between £325 and £400 receive a bonus on the basis of the former figure or a portion thereof, such as will not bring an officers emoluments above £465 16s. 8d.

The table below sets out the wage rates, hours worked and number of workers in the principal industries in 1946:—

Occupation	Rates of pay		Average hours worked	Total No. of workers in Industry
AGRICULTURE:				
Sugar Cane Cutters		1/3 to 1/6 per ton	5-10 hrs. per dy.	9,700
Farm Labourers	Male	2/6 to 3/9 per dy.		
	Female	1/6 to 2/10 per dy	8-9 hrs. per dy.	96,300
PUBLIC UTILITIES:				
Electricity				
(1) Electricians and Servicemen		70/- to 78/2 per wk	48 hrs. per wk	
(2) Linesmen		40/- to 56/8 " "	48 hrs. per wk	600
(3) Labourers		29/- to 32/6 " "	48 hrs. per wk	
Water				
(1) Operators		53/3 to 69/- " "	53 hrs. per wk	
(2) Plumbers		40/- to 107/2 " "	53 hrs. per wk	550
(3) Watermen		14/- to 35/- " "	53 hrs. per wk	
MANUFACTURING				
(1) Vegetable Products	Male	42/3 per week		
	Female	28/4 " "	47 hrs. per wk	10,950
(2) Leather	Male	29/8 " "		
	Female	22/5 " "	45 hrs. per wk	1,600
(3) Textile	Male	33/8 " "	45 hrs. per wk	
	Female	19/8 " "	41 hrs. per wk	5,050
(4) Wood and Paper	Male	37/10 " "	47 hrs. per wk	
	Female	22/2 " "	45 hrs. per wk	3,650
(5) Iron Products	Male	44/1 " "	45 hrs. per wk	3,200
(6) Chemical Products	Male	35/9 " "	47 hrs. per wk	
	Female	18/7 " "	35 hrs. per wk	600
Miscellaneous	Male	39/4 " "	60 hrs. per wk	550
CONSTRUCTION:				
(1) Carpenters		40/- " "	18 hrs. per wk	1,800
(2) Plumbers		40/- " "	18 hrs. per wk	300
(3) Masons		40/- " "	18 hrs. per wk	2,100
(4) Paintings		40/- " "	18 hrs. per wk	900
(5) Road Labourers	Male	22/6 to 35/- per wk	18 hrs. per wk	
	Female	14/- to 24/- " "	18 hrs. per wk	9,100
TRANSPORTATION AND COMMUNICATION:				
(1) Bus Operators		30/- per week	18 hrs. per wk	300
(2) Tram Operators		67/8 " "	15 hrs. per wk	100
(3) Conductors		32/- " "	15 hrs. per wk	400
(4) Trackmen		51/7 " "	18 hrs. per wk	50
(5) Telegraph Clerks (Post Office)		45/- to 90/- per wk.	18 hrs. per wk	150
(6) Telephone Workers		54/- " "	14 hrs. per wk	100
(7) Cable Workers		90/8 " "	15 hrs. per wk	100
TRADE AND COMMERCE:				
(1) Senior Clerks	Male	137/7 " "	13 hrs. per wk	
	Female	70/1 " "	13 hrs. per wk	150
(2) Clerks (Office)	Male	88/- " "	12 hrs. per wk	
	Female	59/2 " "	12 hrs. per wk	11,280
(3) Shop Assistants	Male	67/6 " "	14 hrs. per wk	
	Female	34/5 " "	14 hrs. per wk	

Occupation	Rates of pay		Average hours worked	Total No. of workers in Industry
SERVICES:				
(1) Firemen	40/- to 55/- per wk		On Call	100
(2) Portmen (delivery)	35/- to 55/- " "		48 hrs. per wk	300
(3) Police Constables	5/- to 8/6 per dy.		On Call	1,400
PERSONAL SERVICE:				
(1) Domestic	Male	14/7 per week	67 hrs. per wk	76,000
	Female	11/4 " "	72 hrs. per wk	
(2) Hotels, etc.	Male	33/9 " "	61 hrs. per wk	
	Female	17/5 " "	61 hrs. per wk	
(3) Catering	Male	35/3 " "	51 hrs. per wk	
	Female	19/4 " "	53 hrs. per wk	
(4) Renovating	Male	30/8 " "	48 hrs. per wk	
	Female	15/3 " "	46 hrs. per wk	
GENERAL LABOUR:				
(1) General Labourers	Male	22/6 to 35/- per wk	48 hrs. per wk	28,000
	Female	14/- to 24/- " "	48 hrs. per wk	

COST OF LIVING

At the beginning of the war Government established the necessary organization to control the prices of imports and local products to control the distribution of consumer goods, to formulate the island's war-time export policy and to regulate the flow of finance for these purposes in and out of the country. As a result inflation was limited and, although the cost of living rose appreciably, wages also advanced.

Throughout the years 1939-1946, the cost of living in Jamaica rose steadily as a result of war-time economic conditions. In August, 1939, a cost of living survey was made in respect of the working and labouring classes and, using this as standard, the cost of living had by 1942 increased by over 55%. The policy was then adopted to stabilise the cost of living at a figure not exceeding 60% of the pre-war level. This was successfully achieved up to the end of 1945 at a cost of well over £2,000,000. Price stabilisation subsidies from His Majesty's Government ceased in September, 1946 and the Jamaica Government has since limited action in this respect to subsidies in the retail prices of a number of imported foodstuffs.

The cost of living has consequently risen and in December, 1946, the index showed an increase of 75% above the 1939 level. The greatest price increases have taken place in articles of clothing and general outfitting, most of which were, in 1946, over 200% above pre-war levels. Second highest increases occurred among items of fuel and cleaning which now stand at over 80% above pre-war figures.

The following table shews the prices of basic foodstuffs in 1940 and 1946:—

Commodity	Quantity unit	Average price during year	
		1940	1946
Flour	per lb.	2½d.	4d.
Cornmeal	" "	2d.	3½d.
Rice, white	" "	2½d.	10d.
Bread	" "	4d.	6½d.
Beef, fresh	" "	6½d.	10d.
Pork, "	" "	7d.	8½d.
Fish, "	" "	7d.	11½d.
Salt, cod	" "	5½d.	9½d.
Mackerel, pickled	" "	3½d.	7d.
Canned Fish			
Salmon	l.s. tin	10d.	1/5½
Sardines	3½ oz. tin	3½d.	5½d.
Butter	per lb.	1/8½	3/2½
Fresh milk	per qt.	7d.	11½d.
Condensed Milk	14 oz. tin	6½d.	8½d.
Bananas, ripe	per doz.	3½d.	1½d.
Yams	per lb.	2d.	3d.
Bananas, green	per doz.	1½d.	1½d.
Irish potatoes	per lb.	2½d.	4½d.
Peas, red	per qt.	9d.	1/-
Corn (maize)	" "	2½d.	5½d.
Coffee	" "	8d.	1/1
Coconut oil	" "	1/2	1/7½
Sugar, brown	per lb.	2½d.	2½d.

As previously stated, the cost of living index, prepared by the Government, which is based on the cost of essential and lower grade foodstuffs and commodities, applies principally to the working classes and the peasantry. Those in the middle income groups, whose salaries have not as a rule been increased to the extent that they have in other categories, have been more severely affected.

LABOUR DEPARTMENT

The increase of unemployment in 1938 led to the creation in that year of an Unemployment Registration Bureau for the primary purpose of ascertaining the extent of unemployment in the Corporate Area of Kingston and St. Andrew and later its functions were extended to most of the country parishes. Subsequently other pressing labour problems arose outside the terms of reference of the Bureau which shewed the necessity for a body with wider functions and powers, and with the Bureau as a nucleus, a Labour Department was established in 1939, with Mr. F. A. Norman, O.B.E., seconded from the Ministry of Labour in the U.K., as Labour Adviser.

The Department now consists of a Labour Adviser, an Assistant Labour Adviser and 29 others, and its principal aims and functions are to promote the well-being of labour, to establish and maintain good relations between employers and workers, to assist in the development of trade unionism and to advise on labour matters generally. Most of the Department's time is taken up with the settlement of industrial disputes or complaints, and in ensuring, by inspections of factories and otherwise, that the labour Laws and Regulations, many of which implement the provisions of International Conventions, are observed. Its other main activities include the giving of advice to employers and workers alike in industrial relations organization and the recruitment of labour for work in the U.S.A. and elsewhere.

Factory Inspection

A Factories Law passed in 1940 and Regulations made under the Law between 1943 and 1945, have placed all factory owners under an obligation to register their factories and to provide such safety devices and observe such principles of sanitation in the interests of workers as will ensure that the chances of accidents and infection or ill-health are reduced to a minimum. Regular inspections of factories have been carried out by two trained Factory Inspectors. Employers generally have co-operated with the Department in the matter, with the result that there has been substantial improvement in the working conditions in factories. Between the 1st of August, 1943, and the end of the year 1946, 558 factories have applied for registration, of which the normal employment roll showed a total of over 17,700 workers.

Labour Recruitment and Emigration

The Kingston Employment Bureau, set up in the year 1940, played an important part in the recruitment of labour for the construction of the United States Naval and Air Bases in this Island during the years 1941 and 1942, the peak figure of over 9,000 workers having been reached in the latter year. The outbreak of war opened the way for employment of Jamaican labour overseas as well as locally, and recruitment of all workers who went abroad under contract was undertaken by the Department. A total of 4,893 artisans and craftsmen were recruited and despatched during the period 1940 to 1943, for employment on the Panama Canal; in the meantime, there was a good response to a call for volunteers for training and employment in the Royal Air Force. By the end of the year 1945, when recruitment

of servicemen had come to a close, approximately 4,690 recruits had been despatched from Jamaica. The main outlet for Jamaican migrant labour, however, has been the United States of America which imported a considerable amount of foreign labour for work in agriculture and subsequently in industry. Agricultural and industrial workers who were recruited for the United States were employed under contract for six months in the first instance and while the majority of workers returned home each year on the termination of their contracts, considerable numbers extended their period of employment. Annual recruitment has been conducted from 1943 and between that year and the end of the year 1946, a total of 56,432 workers had been recruited and despatched to the United States.

The recruitment of labour for work in the United States of America has been of great benefit to the Island and it is estimated that from the inception of the plan to the end of 1946, the sum of £8,270,000 reached the island through their voluntary and compulsory savings.

A Liaison Officer and staff was appointed to supervise the conditions under which Jamaicans worked under this contract. The organisation was later taken over by the Comptroller for Development and Welfare in the West Indies and is now known as the British West Indies Central Labour Organisation. On the termination of contracts the Labour Department continues to deal with matters arising from employment under contract and a large volume of cases relating to compensation for injuries, out-standing payments of wages, income tax refunds and lost baggage arise each year.

Relief Works

Consequent on an increase in unemployment as ascertained by a labour survey in 1939, it was decided to institute special works for the relief of unemployment in those parts of the Island where the urgency appeared greatest. The funds for the maintenance of the various relief projects were provided partly by the Jamaica Government and partly by Imperial Grant, and a Standing Committee on Relief Works was appointed in 1940 to act as an Advisory Committee to Government in the matter of administering the funds. The number of persons employed on relief projects continued to increase until 1943, when the monthly average of relief workers employed throughout the Colony was 11,330. Thereafter, a general improvement in the employment situation due largely to recruitment of numbers of Jamaicans for employment overseas led to a decline in relief employment. The Standing Committee on Relief Works was dissolved in 1945 and, although some amount of relief employment is still provided for the needy areas, it is Government's policy gradually to reduce the present relief works and, as far as future relief of unemployment is concerned, to provide, to the extent that funds can be made available, employment at standard Government rates of pay on necessary works.

Statistics

Since the establishment of the Labour Department, the systematic collection of statistics on all aspects of labour became a regular feature of its activities. In consequence of a Working Class Cost-of-Living Survey carried out by the Department in 1939, a basic index figure was established for the month of August, 1939, and monthly index figures subsequently acquired special importance in the regulation of price controls. A special Cost-of-Living Survey was also carried out among workers on sugar estates in June, 1941, and the regulation of "cost of living allowances" to workers in the sugar industry and to port workers in some parts of the island depends on the changes in this special quarterly cost of living index.

Monthly surveys of the rates of the wages paid in the distributive trades and several other economic and social surveys were carried out by the Department until November, 1945, when Government established a Central Bureau of Statistics which absorbed the bulk of the work and staff of the Labour Department's Statistical Branch.

TRADE UNIONS

Although a Trade Union Law has been in existence since 1919, membership in the unions was very small prior to 1938. Between the years 1938 and 1946 the total membership in trade unions increased from approximately 1,000 to approximately 58,000. There are now 32 registered unions in the Colony, by far the largest of which is the Bustamante Industrial Trade Union, with an estimated membership of 46,000, drawn chiefly from agricultural and dock workers, and factory employees. The remaining Unions comprise generally the Unions of Government employees and skilled trades. There is a Trades Union Council, to which are affiliated almost all of the Unions other than the Bustamante Industrial Trade Union.

In 1943, the Government established Whitley Councils for clerical and upper staff of Government Departments and in 1946, Interim Committees were set up in twelve Departments which employ large numbers of labourers and semi-skilled workers so as to provide the means of negotiation for employees in this category pending the further development of Whitley machinery.

There are ten Employers' Associations. Three of these Associations were registered under the Trade Unions Law, while the others are for the most part organizations having other interests in addition to labour relations.

LABOUR DISPUTES

Since 1939 a great deal of work has been undertaken in the field of industrial relations. Most of this, during the early years of trade unionism in the Colony, was short-term work concerned with the immediate settlement of disputes, but the long-term policy of self government in industry has not been neglected and employers and unionists alike have been encouraged to formulate plans and procedure for the settlement of their mutual affairs. The Labour Department has, since its establishment in 1939, assisted the Unions in the procedure of collective bargaining and it continues to encourage the growth of trade unionism along satisfactory lines. In this work it has met with some success, and while there is still a tendency among unionists to resort too quickly to the strike weapon, recourse to negotiation is being increasingly adopted. Generally speaking it can be said that the principles of collective bargaining are securing recognition, but there is much room for improvement in the organization and operation of the negotiating machinery.

During the year 1946 there were 60 strikes, resulting in a loss of 195,000 man-days. Important industrial disputes occurred in three major organizations, namely, the Sugar Industry (over claims by cane-cutters and factory workers), the shipping Industry (over claims by dock-workers) and the Government Service (over claims by semi-skilled employees).

The disputes in the Sugar Industry resulted in the appointment of a Board of Enquiry under the Trade Disputes Arbitration and Enquiry Law. The Board's Report illustrated once more the urgent need for responsible and accurate presentation of grievances and claims and for perseverance in the operation of agreed conciliation machinery before a dispute leads to stoppage of work.

The long standing differences between the Management of the Shipping Companies and the dockers attached to the Bustamante Industrial Trade Union again led to open dispute during the year but the existence of a rival Union resulted in arriving vessels being unloaded.

Grievancies of subordinate employees of Government Departments were referred to the Departmental Interim Committees, which have survived their initial difficulties and should provide useful machinery for the future settlement of complaints.

LABOUR LEGISLATION

A considerable amount of social legislation has been enacted in recent years; much of this legislation is intended to give effect to the provisions of International Labour Conventions and the Labour Department through its Inspectors and otherwise ensures, as far as lies in its power, that the provisions of these Laws are carried out. The following important labour Laws have been enacted since 1938:—

1. The Shop Assistants' (Amendment) Law, 1938.
This Law amends the Shop Assistants' Law —Chapter 292 the provisions of which relate to the hours of work and other conditions of employment of shop assistants in the city of Kingston and in the urban and suburban districts. Extension of the Shop Assistants' Law to other parts of the island is made by Proclamation issued from time to time. Proclamations published between 1925 and 1945 have extended the Law to the towns of Mandeville, Spaldings, May Pen and Spanish Town.
2. The Trade Union (Amendment) Law, 1938.
3. The Trade Union (Amendment) Law, 1940.
4. The Children and Young Persons (Amendment) Law, 1941.
5. The Masters and Servants (Amendment) Law, 1940.
6. The Workmens' Compensation Law—Chapter 408 with Amendments, Laws 35 of 1939, 71 of 1941 and 45 of 1942.
7. The Minimum Wage Law—Law 31 of 1938.
8. The Trade Disputes (Arbitration and Enquiry) Law, Law 16 of 1939.
9. The Recruitment of Workers Law, Law 30 of 1940.
10. The Factories Law, Law 43 of 1940, with Amendments Law 1 of 1942.
11. The Employment of Women Law, Law 33 of 1941.
12. The Dockworkers (Protection Against Accidents) Law, Law 18 of 1941.
13. The Labour Officers (Additional Powers) Law, Law 8 of 1943.
This Law gives Officers of the Labour Department power to enter upon any premises other than a dwelling house, for the purpose of carrying out inspections to ensure the proper observance of labour Laws.

There were no laws enacted in 1946 which affected labour primarily, but the following proclamations were issued in that year:—

- (1) The Minimum Wage (Catering Trade) (Country Parishes) Proclamation, 1946.
- (2) The Minimum Wage (Biscuit Trade) (Miscellaneous Other Categories) (Kingston and St. Andrew) Proclamation, 1946.
- (3) The Minimum Wage (Bread and Cake Bakery Trade) (Country Parishes) Proclamation, 1946.
- (4) The Shop Hours (St. Mary) (Specified Towns) Proclamation, 1946.

(5) The Shop Hours (Porus) Proclamation, 1946.

(6) The Shop Assistants (Christiana) Proclamation, 1946.

With regard to Proclamations (1) to (3), since the enactment of the Minimum Wage Law, 1938, Advisory Boards have been appointed, under the provisions of the Law, to make recommendations to the Governor as to the minimum rates of wages to be paid to workers in the following industries:

The Sugar Industry

The Bakery and Catering Trades

The Alcoholic and non-alcoholic Beverage Trade

The Printing Trade

The Dry Goods Trade

Proclamations, three of which are mentioned at (1) to (3) above, have so far been issued fixing minimum wages in the Bakery, Catering and Printing Trades. These proclamations determine the legal minimum rates in over 900 establishments and the Labour Department, through its Inspectors, ensures that these rates are paid.

The Proclamations at (4) to (6) extend the provisions of the Shop Assistants Law to the chief towns in the parish of St. Mary and to the towns of Porus and Christiana in the parish of Manchester.

COMPENSATION FOR ACCIDENTS

The Workmens' Compensation Law, (Chapter 408) and its amending Laws, Law 35 of 1939, 71 of 1941 and 45 of 1942, provide for the payment of compensation to workers in respect of injuries received during or as a result of their employment, or to a workmans' dependents in the event of his death.

OLD AGE PROVISION

There is no old age pension scheme at present in force in Jamaica, the only public assistance extended to the aged or sick being pauper relief provided under the Poor Relief Law, Chapter 53.

CHAPTER 3—PUBLIC FINANCE AND TAXATION

REVENUE AND EXPENDITURE

In the course of the past six years the Annual Revenue and Expenditure of the Colony have more than doubled, having increased from approximately £3,000,000 in 1939/40 to approximately £7,500,000 in 1945/46. The Revenue and Expenditure to the nearest £1 under main heads for the three financial years ending on the 31st March, 1944, 1945 and 1946 were as follows:—

REVENUE

Head	Year ended 31.3.44	Year ended 31.3.45	Year ended 31.3.46
	£	£	£
Customs and Excise	2,500,865	3,401,370	3,731,656
Harbours, Dues, &c.	1,354	1,544	2,298
Licence and Other Internal Revenue	226,932	242,660	271,311
Fees of Office, etc.	34,507	35,935	42,512
Reimbursements	266,617	292,481	312,627
Cost Office Department	210,698	247,346	347,903
Departmental Revenue	69,948	74,292	82,314
Irrigation Receipts	18,105	18,673	18,267
Direct Taxation	1,598,959	2,093,796	2,125,823
Currency	20,355	27,401	31,823
Rents	5,195	5,275	5,009
Interest	9,680	7,952	10,425
Miscellaneous Receipts	25,622	34,469	41,051
Total Ordinary Revenue	4,988,837	6,483,194	7,024,019
Land Sales	2,304	2,552	2,426
Loan Repayments .. ..	..	20,059	8,928
Colonial Development and Welfare Schemes	215,497	603,640	558,080
Colonial Development and Welfare Loans	203,000	38,247	58,237
Imperial Grants .. ..	..	860,894	95,989
Price Stabilization	245,793	..	..
Total General Revenue	5,655,431	8,008,586	7,747,679

EXPENDITURE

Head	Year ended 31.3.44	Year ended 31.3.45	Year ended 31.3.46
	£	£	£
Public Debt	425,095	488,227	496,083
His Excellency the Governor and Staff	9,297	9,200	11,250
Legislative Council	9,385	52,531	35,153
Administrator General	13,664	14,729	15,028
Agriculture—Part I	130,990	151,559	217,142
Agriculture—Part II		231,140	75,841
Agricultural Loan Societies Board	13,875	17,216	21,773
Attorney General	7,985	7,206	8,042
Audit	19,574	21,580	22,951
Bankruptcy	4,354	4,696	4,763
Board of Supervision	1,697	2,346	2,895
Broadcasting	3,762	4,063	4,866
Census	43,698	6,009	2,334
Central Bureau of Statistics			3,219
Central Housing Authority	6,355	11,518	59,125
Collector General—Part I	166,200	177,142	183,357
Collector General—“ II	67,462	79,250	72,467
Commerce and Industries	23,004	30,964	18,013
Crown Solicitor	3,857	3,932	3,937
Currency	11,653	3,512	4,257
Defence	137,077	145,089	113,020
Education	506,597	567,854	651,112
Forest Department	21,664	21,021	29,117
Government Chemist	6,892	8,262	8,303
Harbours	5,719	5,886	6,563
Immigration			5,044
Imperial Forces Allowances	29,339	34,915	31,920
Income Tax & Stamp Duties	32,599	39,906	58,380
Industrial School	18,528	21,408	24,123
Labour	31,229	43,054	29,398
Lands	61,644	49,408	61,375
Local Forces	6,052	5,725	5,391
Marine Board	534	401	427
Medical	421,108	485,743	545,190
Mental Hospital	94,021	95,457	107,273
Miscellaneous—Part I	69,705	78,713	145,721
Miscellaneous—“ II	550,946	609,726	632,665
Pensions	122,151	128,990	132,645
Pensions of Widows and Orphans	22,180	22,148	24,019
Police	401,299	431,870	441,992
Post and Telegraphs	256,499	294,204	303,822
Printing Office	45,756	69,441	57,304
Prisons	89,275	107,811	117,570
Railway—Deficit	259,070	153,524	181,614
Registrar General and Record Office	9,255	11,446	13,696
Registration of Titles	5,265	5,685	5,576
Relief Works Rehabilitation	169,840	256,131	118,834
Reserve Funds			200,000
Resident Magistrates' Courts	58,510	62,334	68,205

Head	Year ended 31.3.44	Year ended 31.3.45	Year ended 31.3.46
	£	£	£
Savings Bank	30,862	29,799	31,987
Secretariat	24,370	25,954	31,963
Social Services	3,926	37,443	44,994
Subventions	212,615	291,269	366,829
Supreme Court	15,351	14,663	17,100
Survey	21,310	21,203	23,633
Traffic Authority	9,710	10,105	10,744
Treasury	20,487	26,558	32,203
Public Works Department	84,302	98,122	106,182
Public Works Recurrent	428,796	512,767	599,812
Rio Cobre Canal	8,349	9,201	10,039
Public Works Extraordinary	152,391	338,803	362,700
Civil Aviation .. .. .	..	..	15,646
Total Ordinary Expenditure	5,407,130	6,488,859	7,036,627
Agricultural Credit	203,000	52,000	..
Price Stabilization	339,219	698,628	474,653
Rehabilitation Hurricane Damage .. .. .	..	162,266	80,953
Loans and Long Term Advances .. .. .	..	6,403	21,378
Total General Expenditure	5,949,349	7,408,156	7,613,611

The increase in expenditure since 1943 (£4,044,731) has been largely due to the regrading of salaries of Public officers and employees and the payment of War Bonus to them and to the expansion and development of Government Services, as well as to the rise in labour rates and commodity prices. To meet this rising expenditure there have been considerable increases in direct taxation, and collections from customs revenue have also been greatly increased by the rise in prices as well as higher rates of duty on certain items of imported goods. There has also been generous assistance by way of grants from the United Kingdom under the Colonial Development and Welfare Act.

PUBLIC DEBT

At the end of the calendar year 1946 the Colony's Public Debt stood at £9,569,340, representing a little over £7 10s. per head of population, and the Sinking Funds accumulated towards the redemption of this debt were valued at £1,646,765. The net debt was therefore approximately £8,000,000; which is equivalent to approximately one year's revenue. This debt consisted of:—

Inscribed stock raised in the United Kingdom	£3,620,300
Imperial Treasury Loan from the Colonial and Middle Eastern Services and Colonial Development and Welfare votes	887,400
Local Debentures	115,000
Local Registered and Inscribed Stock	4,946,640

The Local Registered and Inscribed Stock included an issue of £250,000 made in 1942 to raise funds for re-loan to the United Kingdom on account of Imperial War Expenditure, and which is repayable from United Kingdom funds.

At the 31st March, 1946, the Colony's debt was £8,739,900 £20,000 was redeemed, and a further £849,350 issued in the period of nine months to the end of 1946.

The majority of the Colony's public loans now outstanding are repayable in 20 to 25 years from the date of issue.

ASSETS AND LIABILITIES

The following is the statement of Assets and Liabilities of the Colony at the 31st March, 1946:—

<i>Liabilities</i>				<i>Assets</i>			
	£	s.	d.		£	s.	d.
Loans	1,183,429	15	0	Loans and			
Deposits	1,079,199	19	1½	Advances	3,013,952	16	6
Appropriated				Unallocated			
Funds	3,663,635	8	4	Stores	415,643	6	5
Treasury Bills	875,000	0	0	Appropriated			
Reserve and				Funds In-			
Insurance				vestment	3,392,887	12	4
Funds	360,070	19	10	Reserve and			
Unexpended				Insurance			
Loan Bal.	410,382	11	5	Funds In-			
General Rev.				vestment	364,820	5	0
Balance	1,084,363	6	11½	Cash Balance	1,468,778	0	5
	<hr/>				<hr/>		
	£8,656,082	0	8		£8,656,082	0	8
	<hr/>				<hr/>		

The investments on account of Reserve Funds of the Colony amounted to £364,820 at the 31st March, 1946, as shewn in the statement of Assets, and the amount was made up as follows:—

Insurance Fund	£100,000
Reserve Fund	264,820
	<hr/>
	£364,820
	<hr/>

The liability in respect of Treasury Bills—£875,000—represents a new feature in the financing of the Colony. Short-term borrowing by means of Treasury Bills, was introduced in December, 1945, primarily to facilitate Government purchase and distribution of food and materials, which has been an essential war-time requirement and still continues to be necessary in the immediate post-war period. The present limit of authority for the issue of Treasury Bills is £1,000,000. The currency of the Bills is three months, and the present rate of discount 2% per annum.

TAXATION

There are three main heads of taxation, *i.e.* Customs, Excise and Internal Revenue. The items of taxation falling within these heads and the yield therefrom in 1945/46 are given below:—

I CUSTOMS DUTIES

Item	Yield for year ended 31.3.46
Import duty (of which £49,858 was on parcel post imports)	£2,337,618
Tonnage Tax	90,172
Passenger Duty	1,315
Export Duty	3
Lighthouse Dues	1,553
Harbour Dues	768
Licences—Customs Brokers	46
Fees—lumber measurers	955
Total	£2,432,470

II EXCISE DUTIES

Item	Yield for year ended 31.3.46
Excise Duty on:	
Rum	£654,297
Bay Rum	1,247
Beer	39,501
Tobacco	464,090
Edible Oil	7,522
Matches	34,621
Soap	16,863
Butter Substitutes	19,299
Aerated water	15,879
Cornmeal	350
Lard	6,605
Total	£1,260,274

III INTERNAL REVENUE

Item	Yield for year ended 31.3.46
Entertainment Tax	£66,554
Licences	71,220
Fines and Penalties	4,776
Sales Tax on Rum	5,501
Judicial Revenue	28,435
Rio Cobre Irrigation Works	18,267
Postal Revenue:	
Stamps, sale of	£268,348
M.O. and P.O. transactions	19,768
Telegrams	22,660
Rental Tolls	14,549
Porterage	6,026
Sundries	16,552
	347,903
Property Tax	65,925
Income and Sur Tax	1,258,736
Excess Profits Tax	707,747
Stamp Duty	98,749
Death Duties	93,501
Total	£2,767,314

TAXATION PER CAPITA

The following figures show the taxation per capita direct, indirect and total for the years 1903, 1944-45 and 1945-46.

1945-46

POPULATION—1,265,800

<i>Indirect Taxation</i>		<i>Direct Taxation</i>	
	£	£	£
Customs ..	2,622,159	Income Tax	} .. 2,126,091
Excise ..	1,313,232	Excess	
Entertainment Tax	66,375	Profits Tax	
		Land and	
		Property	
		Tax	} .. 70,984
		Death	
		Duties	
		Licences	70,984
		Fees, Petty	} 4,454
		Sessions	
		Sales Tax—	} 5,502
		Rum	
		Stamp	} 98,479
		Duties,	
		various	98,479
		Parochial	} 633,337
		Revenue	
		Less Debits	633,337
Total	£4,001,766		£2,938,847
Grand Total—£6,940,613			

Taxation per capita:

	1903				1944-45				1945-46			
Indirect ..	£0	13	1=	70%	£2	17	7=	56%	£3	3	3=	58%
Direct ..	0	5	6=	30%	2	4	9=	44%	2	6	5=	41%
Total ..	£0	18	7=	100%	£5	2	4=	100%	£5	9	8=	100%

The above figures include Death Duties, Excess Profits Tax and Stamp Duties, which are not collected by the Collector General's Department.

CUSTOMS TARIFF

Import Duties—(under the Customs Law, 1939)

The general ad valorem duty is 20% and the preferential rate to the British Empire is 15% with variations in the duties on various classes of goods, in addition to specific duties on certain articles falling chiefly under the heading of Apparel, Drink, Food or Tobacco. The highest ad valorem rate of Import Duty assessable is on Perfumes and Scents (45% Preferential, 50% General).

Certain articles are admitted free of duty, consisting chiefly of goods imported for the use of Government, the Parochial Boards or His Majesty's Naval and Military Forces, Printed Books, Passengers' personal and household effects, Manures, Fertilisers, Insecticides, Agricultural Implements, etc.

The value of any imported goods for the assessment of Import Duties is the value at the port of importation including freight, insurance and other charges incidental to the delivery at the port of importation, but not including Customs Duties.

The following Trade agreements and Laws affect the Customs Tariff of Jamaica:—

- (i) Trade agreement between the United Kingdom and United States of America (of November, 1938).
- (ii) Trade Agreement between the United Kingdom and Canada (of February, 1937).
- (iii) The United States Bases (Agreement) Law No. 2 of 1945 exempting from Import Duty or other Tax, goods imported for the use of the United States Authorities.
- (iv) The Tonnage Tax Law No. 7 of 1946 imposing additional Tax on specified articles imported into the Island.
- (v) The Hotels Aid Law No. 55 of 1944 for the encouragement of the Hotels Industry by granting certain relief in respect of Customs Duties, Excise Duties, Tonnage Tax and Income Tax.

Export Duty—

The only export duty payable is that prescribed by the Export Duty (Spirits) Law, under which all spirits, wines and spiritous liquors (other than rum manufactured in Jamaica) exported or shipped from this Island are liable to Export Duty varying from 5/- per case to £12 10s. per puncheon.

EXCISE DUTIES

Excise Duties are imposed on the following goods:—Aerated water, Beer, Coconut Products (*i.e.* Soap, Butter and Lard Substitutes) Corn-meal, Edible Oil, Matches, Spirits, Cigars, Cigarettes and Manufactured Tobacco.

The items which produce the most revenue are:—

Beer	..	..	1/4½d. per gallon
Butter Substitutes	..	..	15/- per 100 lbs.
Soap	..	..	3/6 per 100 lbs.
Matches	..	..	4/6½d. per gross boxes of 50
Spirits	..	..	12/- per gallon
Tobacco Cigars	..	..	1/- to 4/- per 100
Cigarettes	..	..	8d. for 100
Manufactured Tobacco	..	..	2/- per lb.

Manufacturers of the above mentioned excisable goods are licensed, the license fees ranging from 10/- to £30. The Excise Duties and License Fees payable are prescribed in the schedules to the Excise Duty Law, No. 73 of 1941.

STAMP DUTIES

Stamp Duty is payable on almost every kind of document or instrument whereby transactions are effected by the public. A statement of the documents affected and the duty payable thereon is given in the Schedule to the Stamp Duty Law, Chapter 194, as amended by Laws 18 and 48 of 1939, 52 of 1940 and 24 of 1943. These duties range from 2d. on land tenancy agreements and Bills of Exchange to £150 on a Banker's Licence, and are payable on such Instruments as Articles of Clerkship to a Solicitor or Attorney (£50), Bills of Lading, Bills of Sight, Bonds, Certificates, Conveyances, Deeds, Leases, Letters of Attorney, Licences Mortgages, Naturalization, Passports Shares, Warrants, etc. The amount of Stamp Duty collected in the year 1945/46 was £98,749.

INCOME TAX, SUR-TAX AND EXCESS PROFITS TAX

Income Tax is payable on the income of all persons or Companies resident in Jamaica, whether British subjects or not, and on the incomes of all other persons or Companies (whether British subjects or not) to the extent that the income is derived from sources within the Colony.

The year of assessment is the Calendar year. The income of a married woman living with her husband is deemed to be his income for the purposes of Income Tax where the joint incomes do not exceed £400 p.a. Individuals are allowed an abatement of the first £150, and an exemption in respect of Life Insurance premia up to 1/6th of their income or £150, while a married man is allowed deductions of £80 for his wife, £40 for his first child and £20 for each subsequent child.

Income Tax is payable on the chargeable income of individuals at the following rates:—

		s.	d.
For every pound of the first	£100	0	7
“ “ “ “ “ next	£100	1	2
“ “ “ “ “ “	£100	1	9
“ “ “ “ “ “	£100	2	4
“ “ “ “ “ “	£100	2	11
“ “ “ “ “ “	£100	3	6
“ “ “ “ “ “	£100	4	1
“ “ “ “ “ “	£150	4	8
“ “ “ “ The remainder		7	6

The Income Tax payable on the income of Companies is at the rate of 7/6 in the £1 and on the income of Building Societies at the rate of 3/9 in the £1.

Sur-Tax—

In addition to income Tax the total income of an individual where it exceeds £2,000 per annum, (prior to the deductions for Abatement, Wife, Children and Life Insurance) is liable to Sur-Tax in respect of the excess over £2,000 at the following rates:—

		s.	d.
For every pound of the first	£1,000 of such excess	1	3
“ “ “ “ “ next	£1,000	2	6
“ “ “ “ “ “	£1,000	3	9
“ “ “ “ “ “	£1,000	5	0
“ “ “ “ “ “	£1,000	6	3
“ “ “ “ “ “ remainder		7	6

The amount of Income Tax (including Sur-Tax) payable by a single person at different scales of income is as follows:—

Income		Tax Payable		
£		£	s.	d.
200	..	1	9	2
500	..	23	6	8
750	..	61	5	0
1,000	..	116	13	4
1,500	..	304	3	4
2,000	..	491	13	4
5,000	..	1,991	13	4
10,000	..	5,554	3	4

The amount of Income Tax (including Sur-Tax) payable by a married man with wife and three children, at different scales of income is as follows:—

Income				Tax Payable		
£				£	s.	d.
200	..	..	..	nil		
500	..	..	..	8	3	4
750	..	..	..	35	0	0
1,000	..	..	..	79	12	6
1,500	..	..	..	244	3	4
2,000	..	..	..	431	13	4
5,000	..	..	..	1,931	13	4
10,000	..	..	..	5,494	3	4

Excess Profits Tax is payable at the rate of $66\frac{2}{3}\%$ of the excess over standard profits in any one year, the minimum standard profits being £1,000, as prescribed by the Excess Profits Tax Law, Law 65 of 1941, and amending Laws. (A Law has been passed in 1947 repealing the tax entirely in respect of profits earned after the 1st of January, 1946.)

DEATH DUTIES

Death Duties fall under three heads, *i.e.* Estate Duty, Legacy Duty and Succession Duty.

Estate Duty is a tax on all property, real or personal, settled or not settled, which passes on the death of a deceased person. The tax is operated on a sliding scale varying from 2.2 per centum in the case of estates exceeding £500 and not exceeding £1,000 to 40 per centum in the case of estates exceeding £500,000. No regard is had to the relationship of beneficiaries in determining the rate at which estate duty is payable. The rates of duty payable are shewn in the Estate Duty Law, Chapter 194, as amended by Laws 47 of 1939 and 49 of 1940.

Legacy Duty is a tax upon personal property passing under wills or intestacies. Surviving spouses are exempt from this tax. The rate of duty varies from 1 per centum for lineal relations to 10 per centum for strangers. The duties payable are shewn in the Legacy Duty Law, Chapter 196.

Succession Duty is a tax on gifts of property to which any person becomes entitled upon the death of another. This tax is wider in scope than the Legacy Duty as it charges all property passing on a death under deeds and other instruments as well as under wills and intestacies, whilst Legacy Duty is limited to personal property passing under wills and intestacies. The tax is on a graduated scale similar to that payable for legacy duty. Property which has been charged with legacy duty is exempt from Succession Duty. The Duties payable are shewn in the Succession Duty Law, Chapter 195, as amended by Section 24 of Chapter 194.

CHAPTER 4—CURRENCY AND BANKING

The following are legal tender in Jamaica:—British Gold and Silver coins, Jamaican nickel and bronze alloy coins (penny, half-penny and farthing), Jamaica Government currency notes and currency notes of the Local Commercial Banks. Nickel coinage is no longer issued and is being withdrawn but some of it is still in circulation. Accounts are kept in sterling.

The following table sets out the Government Currency Note transactions during the year ended 31st March, 1946:—

Denomina- tion	In circulation on 1.4.45	Issued during the year	Redeemed during the year	In circulation on 1.4.46
	£	£	£	£
2/6	109			109
5/-	189,798	177,500	152,538	214,760
10/-	225,949	255,500	163,008	318,441
20/-	1,689,005	383,700	221,141	1,851,564
£5	334,840	195,000	210	529,630
Total	2,439,701	1,011,700	536,897	2,914,504

On the 31st March, 1946 the Jamaica nickel and bronze alloy coins in circulation were as follows:—

Nickel coinage (unspecified) £15,843

Bronze alloy:—

Pennies	..	..	20,885
Half-pennies	..	..	8,625
Farthings	..	..	1,445

£46,798

The value of currency notes in circulation on the 31st December, 1946, was as follows:—

Government Currency Notes	..	£2,950,679
Bank of Nova Scotia Notes	..	90,870
Barclays Bank (D.C. & O.) Notes	..	28,592
Royal Bank of Canada Notes	..	11,667
Canadian Bank of Commerce Notes	..	8,752

The Government currency notes in circulation on the 31st December, 1946, were of the following denominations:—

2/6	..	..	£109
5/-	..	..	217,125
10/-	..	..	287,300
20/-	..	..	1,897,075
£5	..	..	549,070

There are four commercial Banks operating in Jamaica, all of which have their head offices in Kingston. They are:—

- The Bank of Nova Scotia
- Barclays Bank (Dominion, Colonial & Overseas)
- The Royal Bank of Canada
- The Canadian Bank of Commerce.

The Bank of Nova Scotia has eleven country branches, Barclays Bank seven, and the Royal Bank of Canada one.

The Government Savings Bank, with its Head Office in Kingston and 173 branches at Post Offices throughout the Island, is used by a large number of small depositors, its interest rates being slightly higher than those allowed by the commercial Banks. The amount at credit of depositors in the Savings Bank on the 31st March, 1946, was £3,010,952.

CHAPTER 5—COMMERCE

Total Trade—

The estimated value of the total overseas trade of Jamaica for the year 1946 was the highest ever recorded. The value of that year's trade is estimated to be £20,447,000 comprising £11,627,000 of imports, and £8,820,000 of total exports.

Imports—

Although the value for imports for 1946 shows an increase of more than £2,000,000 over 1945, the volume of trade in many essential commodities diminished. Comparative figures for a number of leading import commodities for 1945 and 1946 are given in Table I below.

During 1946 the Island received adequate supplies of most essential commodities, although it was necessary to maintain price controls instituted during the war. Building materials continued to be difficult to obtain and during the latter part of the year, cement, galvanised roofing and nails were in specially short supply. Rice, a pre-war staple food item, was very scarce until shipments received from Ecuador towards the end of the year relieved the situation. The quantity of wheaten flour imported decreased, primarily because of advancing price. Additional supplies of petrol were received and rationing was stopped on the 15th of August, 1946.

TABLE I

Quantity and Value (in £'000) of principal Imports during the years 1945 and 1946

Commodity	Unit	1946		1945	
		Quantity in '000	Value (c.i.f.)	Quantity in '000	Value (c.i.f.)
			£'000		£'000
Total imports			11,627		9,596
Art. silk piece goods	yds.	2,685	328	2,953	307
Boots and shoes	doz. }				
	prs. }	38	337	23	152
Cotton piece goods	yds.	17,517	1,099	17,540	925
Cement	brls.	178	159	256	101
Fish, dried and salted	lb.	13,166	568	13,740	528
Flour wheaten	bags	660	1,460	870	1,716
Glass and glassware	£	..	272	..	139
Hardware	£	..	321	..	140
Lumber all kinds	ft.	6,500	173	5,293	121
Milk condensed	lb.	3,521	115	4,832	153
Oil, motor spirit	gals.	5,982	141	4,810	107

The chief sources of origin of the Island's imports during 1946 were the United Kingdom, Canada and the United States of America, which together supplied nearly 90% of all imported goods. Compared with 1945, the United Kingdom and Canada together remained at the same level by supplying 55% of total imports but United Kingdom gained 7% of this trade from Canada, while the United States advanced from 30% of the total import trade value in 1945 to 33%

in 1946. Canada and the United States together supplied two-thirds of the 1946 import trade, each with a share of approximately one-third, whereas, the United Kingdom supplied about one-fifth. The small remainder of imports consisted almost entirely of Newfoundland's dried salted fish, and Trinidad's and the Dutch West Indies' oil.

Domestic exports—

A very marked expansion of domestic exports occurred during 1946. The total value of exports for that year was approximately 80% higher than the 1945 value figure. The chief commodities sent overseas in greater volume in 1946, were rum, sugar and bananas.

The heavy shipments of sugar made throughout the war years increased, reaching its highest value figure in 1946.

Accumulations of rum, stored in the Island during war-time because of lack of shipping space, were shipped mainly to the United Kingdom. In 1946, bananas which had been almost eliminated as an item of export through lack of shipping space during the war years, were rapidly recovering a place among the Island's most valuable exports.

Table 2 gives comparative figures of exports for 1945 and 1946.

TABLE 2

Quantity and f.o.b. value (in £'000) of principal exports for the years 1945 and 1946

Commodity	Unit	1946			1945		
		Quantity in '000	Value (f.o.b.)	%	Quantity in '000	Value (f.o.b.)	%
			£'000			£'000	
Total domestic exports ..	..	..	8,601	100	..	4,786	100
Bananas ..	stems	5,170	1,371	16	1,797	359	8
Cocoa ..	lb.	3,616	76	1	1,996	42	1
Citrus pulp ..	lb.	30,049	267	3	10,663	93	2
Coffee ..	lb.	2,509	117	1	5,617	238	5
Ginger ..	lb.	7,053	234	3	3,258	152	3
Pimento ..	lb.	6,552	306	4	5,310	234	5
Rum ..	gals.	2,063	1,979	23	829	780	16
Sugar ..	tons	149	2,750	35	118	1,938	41
Tobacco, cigars	lb.	176	287	3	226	309	7

Over nine-tenths of domestic exports in 1946 were destined for markets within the British Empire—two-thirds being sent to the United Kingdom, and one-fifth to Canada. Foreign markets received less than one-tenth of this trade, the major portion of which went to the United States of America.

Commercial Developments—

The Island's post-war air traffic, is increasing rapidly. The number of commercial aircraft which arrived in Jamaica in 1946 was approximately 3,300 as compared with 2,400 in 1945 and 840 in 1944.

Experimental shipments of fresh fruit and vegetables have been sent by air to the United States of America with a view to developing an air freight service in these commodities.

CHAPTER 6—PRODUCTION

PRINCIPAL PRODUCTS

The economy of Jamaica is predominantly agricultural, nearly 50 per cent. of the total labour force being engaged in agriculture and allied occupations. Some amount of fishing is carried on, but there is as yet no mining and few secondary industries. The number of persons engaged in agriculture and in the rendering of services together comprise about two-thirds of the working population; apart from those engaged in the manufacture of sugar and in routine operations, such as baking, shoe repairing and the like, only a comparatively small proportion of the labour force is employed in processing and manufacture.

The Colony's main production in 1946, apart from coconuts and condensed milk, is indicated by its exports as shewn below. In the case of *Coconuts*, production has been considerably curtailed as a result of the 1944 hurricane and bulk export is now prohibited on account of the shortage of fats, while the entire amount of *condensed milk* manufactured at the Bog Walk Condensary in 1946, viz., 6,818,024 tins of 14 ounces each, was consumed locally.

The principal export crops in 1946 and the values thereof were as follows:—

Crops	Value of Exports in 1946
	£
Sugar	2,631,000
Rum	1,690,000
Bananas	1,631,000
Cigars	548,000
Pimento	186,000
Ginger	160,115
Logwood and Logwood Extract	120,000
Coffee	112,500
Citrus	80,000
Cocoa	70,000
Tomatoes	31,000

ORGANISATION OF PRODUCTION

Sugar

The Sugar Industry is amongst the oldest of Jamaican Agricultural industries. The industry suffered a decline between the 1914 and 1939 wars but conditions brought about by the latter have restored it to the first place among exports.

The Sugar is manufactured at 26 factories the capacity of which varies from 2,500 to 40,000 tons per annum each, and which, with a few exceptions, are modern and well run. These factories are located in areas favourable to the growing of sugar cane and as a general rule the factory owners also possess considerable cane plantations. The factories are all privately owned, the largest proprietors being the West Indies Sugar Co., Ltd.

The cane used in these factories is obtained from large estates as well as from an increasing number of small farmers, the latter supplying at present more than one third of the cane ground. There were 65,000 acres of cane cultivation in 1943, and this acreage has increased since then. Cultivation, particularly on the farms belonging to the factories, is efficient and yields compare well with those of other sugar producing countries.

The interests of small farmers are represented by the All-Island Jamaican Cane Farmers' Association, while the interest of the manufacturers, relating mainly to sales matters and technical efficiency and research, are the concern of the Sugar Manufacturers' Association (of Jamaica) Ltd. The industry is under the supervision of the Sugar Control Board, a statutory body of which the Director of Agriculture is Chairman.

The entire crop of sugar apart from local requirements, is under contract to the Ministry of Food. In 1946, 177,855 tons of sugar were produced, of which 148,700 tons, valued at £2,631,000 were sent to Great Britain.

Rum

All sugar factories operate distilleries and before 1930 some of the smaller factories relied on rum as their main source of revenue. During the nineteen thirties, the rum markets of the world became depressed and prices fell to an unfavourable level, but recently there has been a considerable revival, the value of rum exports having risen from £195,000 in 1936 to £1,690,000 in 1946.

Rum is manufactured only at the sugar factories; in addition to exports, a considerable quantity of the rum produced is consumed locally, the retailers being private companies or individuals.

Bananas

Bananas were at one time the Colony's chief export crop, and during the nineteen thirties an average of 20 million stems was exported annually, the value being some £2,000,000 or 50 per cent. of the value of all exports. Production of bananas declined steadily during the war, however, due to the ravages of Leaf Spot and Panama Disease, and the loss of export markets. The hurricane of 1944, which destroyed nearly 90 per cent of trees in the affected areas, also dealt the industry a severe blow. Vigorous efforts have however been made to resuscitate the industry, the Agricultural Department is pressing on in its endeavour to breed a marketable fruit, immune to Panama Disease, while Leaf Spot and Panama Disease Control measures have been intensified. Assistance loans were made available to planters for the resuscitation of their fields, and a scheme for the insurance of the banana trees by means of a cess on the fruit exported is now being put into effect. In 1946, about six million stems of bananas were exported, all of this being under contract to the Ministry of Food.

The Jamaica Banana Producers Association Ltd., which was formed in 1929 for the co-operative marketing of the fruit of small growers, and prior to the war owned and operated a fleet of ships, has been largely responsible for the establishment and maintenance of a high price level. The more recently formed All-Island Banana Growers Association represents the interests of the growers. The operations of the Fruit Companies and other exporters are now conducted on a pooled basis, the Department of Commerce and Industries being the sole exporter of bananas.

Cigars

The export of cigars to Great Britain is of growing importance. During the war, Cuban cigars were denied entry into the United Kingdom, and Jamaica succeeded in capturing a large portion of the trade. Export of cigars increased from £17,000 before the war to £548,000 in 1946—representing 17½ million cigars, most of which went to Great Britain. The manufacture of cigars and cigarettes is carried on by private Companies or individuals—the tobacco is grown both by the Companies and by small cultivators who sell to them.

Pimento

Jamaica is almost the sole producer of pimento which is the basis of all spice and is valued as a food preservative. The future market for pimento which fluctuates considerably appears to be uncertain. The pimento tree is found on properties of all sizes, ranging from large estates to small holdings. The entire export crop is marketed by the Department of Commerce and Industries.

Ginger

Ginger is grown almost entirely on small holdings and the crop is marketed by the Department of Commerce and Industries. Recently the demand for it has declined.

Logwood and Logwood Extract

Logwood flourishes in the southern and south-western areas. The dye is extracted and exported by a private Company, the West India Chemical Works, at Spanish Town. Exports of the wood are also made by produce merchants. Decades ago it was in great demand but the market has declined in recent years as a result of competition from synthetic dyes.

Coffee

Coffee is grown all over the Island on small holdings or larger estates owned by individual persons and one or two Export Companies. The Estates which produce the better class of coffee are generally found at elevations above 2,000 feet. A vigorous campaign was started in 1945 for the resuscitation of the industry, including the appointment of a Coffee Officer, the establishment of seedling nurseries and experimental fields and the dissemination of instruction and advice to growers. There is a Government Coffee Clearing House which collects and processes coffee for export under contract to the Ministry of Food.

Citrus

This industry has expanded considerably within the last fifteen years. In 1943 about 10,000 acres were under cultivation and this area has since been extended. The Department of Agriculture and the Jamaica Agricultural Society have taken a particular interest in this industry and the former operates experimental plots and seedling nurseries. A survey of the industry was carried out by the Department in 1946. Citrus is grown principally on small estates and holdings, owned by private persons though some of the larger Fruit Companies also possess citrus plantations. There is a Citrus Growers' Association which represents the interests of the growers, while a Citrus Development Loan Board administers Government loans to them. The crop is marketed by the Department of Commerce and Industries—apart from small shipments to New Zealand, the entire crop of sweet oranges and grapefruit and a large quantity of bitter oranges were supplied to the Ministry of Food.

Cocoa

This industry has declined considerably in the last 40 years and present production, which is drawn from small holdings within an area of about 20,000 acres, is only about 2,000 tons per annum. No processing is done in Jamaica. The entire export crop up to 31st of May, 1947 has been sold to the Canadian Government.

Tomatoes

One of the chief minor export crops is the tomato, which is extensively grown, almost entirely on small holdings. There is a processing and canning factory and fruit of high quality is exported to the United Kingdom and Canada and more recently to the United States of America. The fruit is exported by Jamaica Vegetables Ltd.,

body formed for the cooperative marketing of vegetables and by Export Companies and private persons.

Coconuts

In 1943 the Census revealed that there were over 5 million trees producing about 130 million nuts per annum of which some 17 million were exported to Canada and the U.S.A. for the confectionery trade. Most of the remainder was used in the manufacture of edible oil, soap, etc., the bulk of which was consumed locally while a portion was exported to other West Indian Colonies. The hurricane of August, 1944, which caused damage along most of the north side of the Island, destroyed about 44% of the trees in that area and it will be some years before coconuts are available for export. With assistance from the Imperial Government steps were taken to resuscitate the industry, including the establishment of nurseries and the making of loans to growers. The Jamaica Coconut Producers Association, a co-operative body, represents the interests of the growers, while the manufacture of coconut products is carried on at two main factories. The industry is assisted and controlled by various bodies, Government and otherwise, namely the Coconut Products Board, the Coconut Industry Aid Board, and the Coconut Control Authority.

Condensed Milk

The livestock industry is rapidly expanding. As a result of war conditions the Colony has had to depend almost entirely on local supplies of fresh milk and beef and this has resulted in a greater development of the cattle industry. In 1940, a Milk Condensary was opened at Bog Walk, in the parish of St. Catherine, by Messrs. Nestles Ltd. The Condensary provided a further impetus to the extension of the dairy industry; it absorbs all the surplus milk produced, at a remunerative price, collecting it by rail and in the Company's trucks along set routes.

Ground Provisions, Vegetables, etc.

Ground provisions and other vegetables are grown for local consumption, principally on small holdings. Minimum prices were guaranteed by Government for several of these crops, in order to stimulate food production during the shortages of the war. The value of locally grown foodstuffs was estimated in 1942 at nearly £11,000,000.

Manufactures

In 1942, the value of manufactures for local consumption was estimated at about £6,250,000 gross. This includes bread and confectionery (£1,250,000), biscuits, cornmeal, condensed milk, edible oil, margarine, soap lard, rum, beer, ice, aerated waters, cigarettes and cigars (£800,000), matches, rope, furniture, footwear, cottage industries, cosmetics, perfumes, medicines, drugs and gas, electricity, and engineering products (£500,000). All local factories are privately owned, with the exception of the Government Cornmeal factory, which turns out a maximum of 5,000 bags a month. Control is however exercised over the protected industries, such as matches and condensed milk.

Mining

There has been no recent geological survey of the Island, and except for some bauxite deposits, the extent of which is unknown, no significant quantity of minerals has yet been found. There are traces of gold, copper and other minerals, but the deposits are not sufficiently large to justify commercial working. Deposits of gypsum and phosphates have been found, but have not yet been worked.

The bauxite deposits are alleged to be of great extent, but the private companies which have acquired land in the bauxite areas have not published the result of their surveys. The alumina content is alleged to average about 45 to 50%, which is lower than the content of British Guiana bauxite; on the other hand, the Jamaica deposits lie nearer to the surface. No working has yet been done.

Fishing

Limited quantities of fish are caught off the coasts, the estimated value of the catch being £350,000 per annum.

Tourist Trade

The promotion of the tourist trade is in the hands of a Tourist Trade Development Board, a statutory body appointed by the Governor, assisted by a Commissioner and Staff, financed by a Government grant. Its operations include the maintenance of a Tourist Information Bureau at No. 78 Harbour Street, Kingston, while it has agencies in London (The West India Committee, 40 Norfolk, St., London W.C. 2), Montreal (The Canadian West Indian League, Sun Life Buildings, Dominion Square, Montreal) and New York (Kelly Mason Inc. 247 Park Ave. N.Y.) The industry has been assisted by the enactment of the Hotels Aid Law, which encourages the development of hotel accommodation by granting relief from income tax and remission of customs duties on materials and equipment.

For two decades prior to the war the tourist trade had been steadily growing—in 1937, its “peak” year, it ranked third in revenue earned for the Colony, its value in that year being estimated at over half-a-million pounds.

Additional factors contributing to the importance of the industry are its value in improving the exchange situation, since the majority of Jamaica's tourists come from “dollar” countries, its influence both in respect of local production and development and in the interests of British trade—considerable quantities of British goods of high quality were purchased in the Colony by American, Canadian and other tourists before the war—and finally, its value as a means of providing employment.

Since the war vigorous efforts have been made to resuscitate the industry, and these have been assisted both by the rapid growth of air services and by the eagerness to travel on the part of persons who were accustomed to do so before the war but had been prevented from doing so owing to war restrictions. At the end of 1946, the tourist industry shewed encouraging signs of a post war revival.

Among the features which have accounted largely for Jamaica's popularity as a tourist resort and should assure its future in this respect, provided the necessary accommodation and amenities are provided, are its easy accessibility from the U.S.A., its fine climate with abundant sunshine and its outstanding scenic beauty.

EVENTS AFFECTING PRODUCTION

Drought and Rainfall—

During 1946, there was a particularly severe drought in the mid-southern parishes, which affected agricultural production. The citrus crop was the poorest in many years while the yield of pimento was low. Root crop and legumes, which form part of the staple food of the country, also suffered severely. Throughout the Island the average rainfall for the year was 60 inches, which is 17 inches below the average of several previous years.

New Factories—

Apart from bakeries, ten new factories were registered in 1946, comprising 5 saw mills and 5 factories engaged in vegetable processing. Plans are proceeding for the erection of two large new sugar factories in the Parish of Clarendon and proposals have been put forward for other important factories to manufacture cement, building materials and textiles.

CO-OPERATIVE SOCIETIES

Since 1939, progress has been made in the organisation of producer Associations for the development, control and marketing of various commodities. During the war most export crops were sold under contract to the Ministry of Food through the local Department of Commerce and Industries and the degree of control thus obtained has facilitated the growth of cooperative Associations.

In addition to the Associations already mentioned, there are the Jamaica Livestock Association, the Dairy Farmers' Association, the Bee Farmers' Association, Westmoreland Rice Growers' Association, Jamaica Poultry and Farmers' Co-operative Ltd., and many others. In 1942, two bodies were formed which have done much to develop the co-operative movement, viz., The Jamaica Credit Union League (for the promotion and development of credit unions) and the Jamaica Co-operative Union, Ltd., the central organisation of co-operative producer and consumer societies, formed for the purpose of promoting the development of co-operatives and co-ordinating the activities of co-operative groups and societies. In 1943, the Jamaica Co-operative Development Council was formed to promote and stimulate co-operative development on an island-wide basis. In addition the Department of Commerce and Industries and the Lands Department assist in the development of co-operative production and marketing. As a result of these developments there are now in existence several well-organized Co-operative Associations or groups for the production and marketing of crops, with branches throughout the Island, the operations of which all tend towards obtaining for the grower or producer the maximum profit from his produce.

AGRICULTURAL DEPARTMENT—ACTIVITIES

As a result of war conditions the Department of Agriculture was seriously handicapped by shortage of senior technical staff, and few schemes for the agricultural development of the Colony could not be undertaken. The plans for the re-organization of the Department envisaged in Mr. A. J. Wakefield's report, and the staff increase recommended by the Report of the Committee on the Public Service as necessary for carrying out these plans, could not be put into effect. Consequently little more than the normal routine work of the Department on a strictly wartime footing could be carried out.

It was not until early in 1945, when Mr. A. J. Wakefield was appointed Acting Director of Agriculture, that a start was made to implement his recommendations for the development of agriculture in Jamaica.

An Agricultural Policy Committee was appointed and submitted a comprehensive report to Government outlining plans for long term agricultural development which embraced the establishment of a stable and economic system of farming. The Department has since been actively engaged in carrying out these plans.

The first step in this direction was the reorganisation of the Department and the appointment of senior technical staff to undertake research and experimental work. For the purpose of administration

the island was divided into four divisions, viz., Northern, Southern, Central and Western, and plans were laid for the establishment of a major agricultural station under the charge of a Senior Agricultural Officer in each Division.

In addition to the existing Technical Divisions of Agricultural Chemistry, Botany, Entomology, Plant Pathology, Veterinary Services and Animal Husbandry, plans were made for the establishment of divisions for Soil Conservation, Pasture Management, Agricultural Economics and Agricultural Statistics, with qualified technical officers in charge of each division. By the end of 1945, many of the new senior staff of the Department had been recruited and arrived in the Island, the staff of the Extension Service of the Department operated through the Jamaica Agricultural Society had been increased, the preliminary work for the policy of expansion had been completed and the Department had launched many of the schemes for agricultural development recommended by the Wakefield Report.

In order that there should be no shortage of technical agricultural officers properly qualified to undertake the research and experimental work of the Department envisaged under the long term policy for agricultural development, a number of agricultural scholarships tenable at the Imperial College of Tropical Agriculture, and Veterinary scholarships tenable at Universities in the United Kingdom was awarded to young Jamaicans for which purposes funds were made available from Colonial Development and Welfare grants. Jamaica Agricultural scholarships leading to a degree in Agriculture, tenable at British Universities were awarded by the Jamaica Government, and study leave was granted to several officers of the Department to undergo specialised training at Universities in the United Kingdom, the United States of America and Canada.

Several basic steps for providing statistics related to the economics of agriculture in Jamaica were taken, the principal being:—

- (1) A comprehensive island-wide census was undertaken in 1943, which provided much needed information and vital statistics, the lack of which had handicapped plans for agricultural development.
- (2) The Tenancy Reform Committee was appointed by Government and submitted a report on land tenancy in Jamaica; as a result of the recommendations contained therein the Agricultural Small Holdings Law was passed in 1945.
- (3) The Sugar Commission appointed by Government carried out far reaching investigations into the Sugar Industry of the Island and submitted a most valuable report.
- (4) A committee was appointed to investigate the cost of food crops produced in the colony.

These reports constituted an invaluable contribution to the study of Agricultural problems and conditions in the colony. In addition to these reports, the Committee on the Public Service of the Colony, which had been appointed to investigate conditions in the Public Service, submitted its report in 1943, and made far-reaching recommendations for the regrading and reorganising of the service. As a result of these recommendations the Forestry Division and the Government Chemist's Division were separated from the Agricultural Department and established as separate Departments of the Civil Service.

In the foregoing paragraphs an attempt has been made to give, as briefly as possible, a picture of agricultural conditions in the colony and an outline of the work of the Department during the period of the war.

The following paragraphs give a brief account of the Department's principal operations during the year 1946:

The development of the Agricultural Stations has constituted the major work of the Department. These stations are to be the essential link between the work of the Department and the Extension Service as it is on these stations that the research work is done on which is based the technical advice passed on to the Extension Service. A two-way exchange of views is maintained between the Research and Extension officers by frequent visits of the latter to these Agricultural Stations.

SOUTHERN DIVISION

Hope Agricultural Station—

The property has been maintained in good condition and pastures and fodder crops show excellent growth. Approximately 300 tons of silage is now being made from fodder grasses. Examination of the records of all the individual cows which have at any time during the past 36 years been included in the herd is now being undertaken, and is expected to yield reliable data for the framing of a future Livestock policy. Newly introduced crops are given first trial at this station, the work of which will eventually be transferred to the newly acquired Bodles property on the St. Catherine plain. This station to be known as the Bodles Agricultural Station is being surveyed and a start has been made with capital improvement work. Water has been found in a new bore hole better sited to cover the grazing areas.

Citrus Development Work—

Maintenance work was carried out on the citrus experimental plots at Wakefield which in spite of drought is in good condition. This plot has given most useful information during its occupancy by the Department, and the lease is being extended. Citrus nurseries have been maintained at Charlton, Tamarinds, Twickenham Park and Hope.

NORTHERN DIVISION

Orange River Agricultural Station—

With the recent acquisition of a portion of the adjoining Charlottenburgh property—220 acres—this station is being rapidly developed as a major station. The usual routine experimental work and investigations were carried out, special attention being given to Immune banana multiplication and banana and food crop manurial trials. On the new land soil conservation work is being carried out, and strip cropping has been adopted.

Coconut Rehabilitation Scheme—

The drought adversely affected the distribution of coconut seedlings from the nurseries in the division but distribution to the end of September totalled over 68,000 seedlings and the nurseries have since been emptied.

Lucky Hill Community Project—

This attempt at co-operative farming was successfully operated. The property is being developed on proper lines and housing, subdivision of pastures, erection of dairy buildings, fencing and crop cultivation made good progress. The principal crops grown were bananas, cassava, citrus, corn, cocones, peas, cocoa, plantains, irish and sweet potatoes, pumpkins and vegetables.

CENTRAL DIVISION

The main agricultural work in this Division is divided between Grove Place and Oxford. It is proposed to establish a sub-station in the South St. Elizabeth area.

Grove Place Station—

The usual citrus experimental work was carried out during the year and the food crop manurial trials were continued. Crops suffered badly from dry weather and it was necessary to stop planting in some cases. Silage manufactured from corn and soya bean proved successful. The dairy stock of Guernseys was maintained in good condition in spite of drought. Morning milk was supplied to the condensery and a limited amount of butter was made from evening milk, surplus to the needs of the calves.

WESTERN DIVISION

Observations and collection of data in connection with the Unknown Disease of Coconuts were undertaken by officers of the Division. It was considered that manganese deficiency might be the cause of this disease and experiments in spraying young coconuts with manganese sulphate were carried out. *Irwin Agricultural Centre* was taken over from the Lands Department on October.

Garredu—

This experiment in leasehold land tenure is not to be continued, consequently no planned programme of agricultural work was carried out. It is hoped to transfer the property to the Lands Department to be used for land settlement purposes.

ANIMAL HUSBANDRY DIVISION

Livestock Improvement Centres—

Fifty-four Centres are in operation. These Centres are under the direct charge of Instructors of the Jamaica Agricultural Society who are supervised by officers of the Livestock Division.

The Revolving Herd Scheme and the subsidising of sires were continued and have proved successful. A reallocation of sires under the Loan Bull Schemes has been carried out.

The livestock industry of the island is rapidly expanding and the work of the divisional officers has increased accordingly. Cross breeding trials were started by the Poultry Specialist who has defined a programme of work calculated to improve the industry and encourage poultry rearing in the island.

Veterinary Division

The full complement of officers is now in the Island and progress has been made with the erection of the Veterinary Laboratory. With the expansion of the livestock industry, the work of the Division has increased.

Vaccinations against Anthrax, Swine fever, Black Leg and Contagious Abortion were carried out. Tick control measures, veterinary investigations and blood testing for various diseases of cattle were undertaken.

The inspection of animals imported into and exported from the island and the issue of all permits for importation of livestock have been carried out. Advisory work on preventative medicine and laboratory work were also undertaken.

Artificial Insemination Scheme

This year has seen the first successful results of this scheme and it has been possible to extend the area covered.

SOIL CONSERVATION

The Soil Conservation Officer carried out, through the officers of the Jamaica Agricultural Society a programme of demonstrations in certain areas of the island. The number of completed demonstrations has however been disappointing.

COFFEE REHABILITATION SCHEME

Work in connection with the resuscitation and expansion of the coffee industry which started in 1945 upon the arrival of the Coffee Officer, has been vigorously pushed. From the coffee nurseries established at various centres in 1945-46 distribution of seedlings to growers and for the establishment of experiment fields took place this fall.

Instructions in methods of coffee cultivation and preparation of coffee were given to Jamaica Agricultural Society supervisors and instructors and fully illustrated literature is being prepared for free distribution to growers.

PASTURE MANAGEMENT

A Pasture Management Officer was appointed during the year. A pasture survey of the island has been commenced, and trials with weed control measures started. Eventually hay and silage making grass land trials and improvement of fodder grasses will be carried out.

AGRICULTURAL ECONOMICS

An Agricultural Economist was appointed during the year. At present the division is preparing an index of the cost of agricultural products over the past ten years.

AGRICULTURAL STATISTICS

An Agricultural Statistician was appointed during the year and is engaged in the designing of experiments, analysis of results and their interpretation.

PUBLIC GARDENS

The Superintendent of Public Gardens is in charge of all Public Gardens, viz., Hope, Castleton, Cinchona, Bath Botanical Gardens, Parade Gardens, also the King's House Gardens. All gardens were maintained in excellent condition during the year.

JAMAICA SCHOOL OF AGRICULTURE

The affairs of the school are administered by a Headmaster under the Director of Agriculture, who is Chairman of the Advisory Board. The school has completed another successful year.

The Agricultural Chemistry Division submitted a paper on the Citrus manurial experiments which was made available to the Citrus Growers Association. The experimental work continues. The Division has started work on Coconut problems; unfortunately the loss of part of the Laboratory and much of the equipment by fire early in October has constituted a serious set back.

BOTANY DIVISION

The division continued its investigations towards the solution of the problem of an immune banana. The Director of Agriculture and the Senior Botanist visited Trinidad during the year to prepare a programme of research work on Banana Breeding in collaboration with the authorities of the Imperial College of Tropical Agriculture. A report has been prepared and an application for a grant from Colonial Development and Welfare funds has been submitted to Government.

Cold Storage trials were carried out and trial shipments of various varieties of bananas were also sent to the United Kingdom during the year.

ENTOMOLOGY DIVISION

The division carried out work in connection with the incidence of pests attacking various crops, tick control measures and experiments with new parasiticides and modifications of those already in use.

Advice in connection with termite control work was given when required.

The inspection service of plants, vegetables and fruits imported into the island was maintained throughout the year.

PLANT PATHOLOGY DIVISION

Work in connection with the identification of plant diseases and methods of control was carried out. Special investigations in connection with Mosaic disease of sugar cane were also undertaken.

The Meteorological observations at Agricultural Stations of the Department were continued during the year

CHAPTER 7—SOCIAL SERVICES

EDUCATION

Jamaica possesses some ten Endowed schools of the Grammar school type whose origins go back to the eighteenth century. Founded in pre-Emancipation days, they have been adapted to the needs of the times and are still rendering excellent service to-day. Early attempts to provide for primary education were due to various religious bodies to whose missionary zeal Jamaica owes so much. For a short time after Emancipation, Education was assisted by grants from the Imperial Government which have been renewed some hundred years later under the Colonial Development and Welfare Acts. During the intervening century, Education has been entirely dependent on funds voted by the local Government and on the contributions both in money and in services by the Churches.

These combined resources have proved quite inadequate to meet the needs of an ever-growing population and to keep pace with the general advances in educational systems.

Within the last decade however there has been a heavy increase in the expenditures for Education and recently local resources have been supplemented by grants from the British Treasury. Between the years 1938-39 and 1945-46, the total annual expenditure on Education has risen from £283,000 to £811,000. While this increase is impressive, the funds available are quite inadequate to provide for the normal educational needs of 354,600 children between the ages of four and fifteen as well for the more specialised forms of education above that age.

For children below the normal school age of seven, provision is made in 29 Infant schools and Departments. Government assistance is also given to Infant Centres maintained by the Save the Children Fund and the first such Centre to be built from funds under the Colonial Development and Welfare Act was opened in 1946. Present policy is however to give priority to provision for children of the normal school age.

Out of 254,000 children between the ages of seven and fifteen, 177,000 are enrolled in the Primary schools, of which there are now 668, but there are numerous private schools throughout the Island. Of the grant-aided primary schools, some 70% are owned by the various Churches, but several of these have recently been taken over by Government.

Attendance is not compulsory except in the towns and for various reasons, including economic conditions and lack of accommodation is not strictly enforced anywhere.

Many school buildings are in a dilapidated condition and a severe hurricane in 1944 destroyed sixty schools and badly damaged many others. The present building programme provides for an annual expenditure of £120,000, of which £20,000 is provided by the Jamaica Government, the remainder by Great Britain. At present, the local contribution is devoted to grants to Denominational schools. During the year 1946, there were provided 2,950 replacements of condemned places and 2,523 new places, a total of 5,473 places. This programme was carried out at a total cost of £70,000, showing an average cost of £12.79 per place. New school furniture was provided for 3,585 places.

Ten thousand pounds is now expended annually from Colonial Development and Welfare Funds in the provision of free Reading and Arithmetic books, slates, exercise books, and other school materials.

Great efforts have been made to improve the agricultural teaching in schools by increasing the size of their gardens and, in many cases, these are now able to make substantial contributions to the school lunches. In this connection, school canteens have been introduced in many schools while, in Kingston, lunches are provided from a central kitchen.

In the towns, boys receive instruction in manual training. All girls are taught sewing. Facilities for teaching Domestic Science are at present very limited but handicrafts of various kinds are very generally taught.

Instructional films are shown throughout the country schools by means of vans provided by Jamaica Welfare.

Physical training has of late received a great deal of attention and modern methods have been introduced.

Apart from private schools, there are now 23 grant-aided Secondary schools, of which ten are Trust schools, two Government, and eleven founded by religious bodies. Attendance at these schools is increasing, the enrolment of 4,276 for the year showing an increase of 9% over the previous year. This figure includes 872 scholarship or exhibition holders. Some of these schools offer boarding facilities. The larger schools give instruction up to and including the Cambridge Higher School Certificate syllabus.

An enquiry into Secondary education in Jamaica by a Committee headed by Dr. Kandel resulted in a report which suggested a complete reorganisation of Post-Primary Education. This was followed up by a Committee which worked out these recommendations in detail and in 1946 put forward a "Plan for Post-Primary Education in Jamaica". This Plan is under consideration by Government but in anticipation of its acceptance financial provision for giving effect to its recommendations has been included in the draft Ten Year Plan.

In order to provide an alternative to academic education for the Post-Primary group and to encourage Rural Vocational education, Practical Training Centres have been established in the course of the last ten years. They are now four in number, three for boys and one for girls, conveniently distributed throughout the island. The Boys' Centres concentrate on Agriculture but also give preliminary training in various trades. Facilities are provided for further training by means of agricultural apprenticeship and Trade scholarships. The Girls' Centre is primarily devoted to home-making in its broad sense and includes in its teaching Home Economics, Dressmaking and Dairying.

Owing to the desire to encourage farming as an occupation on the one hand and the need to introduce a more skilled type of farmer on the other, the scheme has been broadened to include several Young Farmers' Settlements. These are now in an advanced stage of development and, despite some setbacks, most of the lads are doing well and in a number of cases have built their own homes.

Technical Education is handicapped by the fact that the demand for it has altogether outrun the capacity of the present buildings. Every year shows an increase in the enrolment both in Day and Evening classes. Plans have been prepared for a new and much larger range of buildings on a new site when a suitable one can be procured. Meanwhile, the school, in the heart of Kingston, provides the urban youth with courses in Engineering, Building Construction, Domestic Science, Commercial work and Dressmaking. It also provides a Centre for the instruction of children from the Elementary schools of the city.

Four Colleges train teachers for the Elementary schools one under the auspices of the Mico Trust. Under the Post-Primary Plan, it is proposed to amalgamate two of these and to provide a new Rural College. A series of courses arranged and conducted by Inspectors of Schools and other officers of the Department throughout the year helps to keep teachers abreast of modern methods of instruction and practice.

The decision to establish a University for the West Indies, to be located in Jamaica, should go far to satisfy the ever increasing demand for Higher Education. In the meantime large numbers of young men and women leave Jamaica every year to go to Universities and Colleges in the United Kingdom, the United States and Canada. During the War years there was a greatly increased trend towards Canada. Many of these are private students but, apart from those who were being assisted to take special courses, there are now 57 students holding scholarships for Higher Education of various kinds abroad. This total includes 5 British Council Scholars.

Arising from a literary campaign started in 1944, a conference of representatives working in the field of Adult or Community education was held, as a result of which a comprehensive survey of these various organisations was made and recommendations put forward for the establishment of a Central Agency which would co-ordinate their work and provide them with material and advice. As these organisations between them cover the whole field, it is hoped that a genuine demand for literacy will develop which these organisations will be able to satisfy.

In so far as illiteracy is the result of a lack of reading matter, a scheme for the provision of libraries throughout the country which has been approved by the Government should help gradually to reduce it. As more and more children receive a basic education in the schools and as teaching methods are improved, it is to be hoped that a more literate population will gradually be achieved.

HEALTH

There were no marked changes in the health of the Colony in 1946, as compared with the previous year. The following table shows the number of cases of the most prevalent diseases treated in public hospitals in 1946, and the deaths therefrom, as well as the total number of cases known to the Medical Department (*i.e.*, including out-patients and notified cases).

Year 1946

Most Prevalent Diseases	Cases treated in Public Hospitals (in-patients)	Deaths Occurring	Total number of cases, as known to Medical Dept.
VENEREAL DISEASE			
Syphilis ..	6,170	49	13,895
Gonorrhoea ..	3,632	..	11,806
MALARIA ..	11,115	122	15,357
YAWS ..	3,447	..	15,283
PULMONARY TUBERCULOSIS }	426	118	2,358
ENTERIC ..	1,356	265	1,488
APPENDICITIS ..	2,492	21	..
INFLUENZA ..	1,223	..	..
MYOCARDITIS ..	449	66	..
DIABETES ..	474	41	..
LEPROSY ..	169	15	347
PNEUMONIA ..	246	19	..

The principal causes of death in 1946 have not yet been classified by the General Registry Office from the death notifications made by the general public, but the principal causes of death in 1945, as revealed from this source, were as follows:—

Cause of Death	Death rate per 100,000 of population
Diseases of the Heart	143
Diarrhoea and Enteritis	124
Nephritis	110
Pulmonary Tuberculosis	107
Pneumonia	103
Syphilis	103
Inter-cranial vascular lesions	79
Malaria	78
Cancer	56
Typhoid and paratyphoid fevers	38

It will be observed that the diseases which are most prevalent although their mortality rates are comparatively low, are venereal disease, malaria and yaws, while the highest mortality rates are to be found among sufferers from enteric fevers and tuberculosis. None of these diseases is directly occupational, save, to a minor extent, tuberculosis.

For many years venereal disease has been widespread, being most prevalent in the chief ports, but its apparent rapid increase in recent years is largely due to the fact that within this period free public facilities for treatment of the disease have been considerably extended and increasing advantage has been taken of them as a result of educational propaganda (the need for physical fitness on the part of recruits for farm labour in the U.S.A. has also contributed to the higher number of persons seeking treatment). Malaria is particularly prevalent in limited areas and the high incidence of yaws, which is communicated by contact, by flies, and through the soil, is due largely to poor economic conditions resulting in insanitary living conditions and lack of proper water supplies in certain areas. Tuberculosis has increased within recent years, and this is attributed to poor housing and general economic conditions in the urban areas particularly the Corporate Area of Kingston and St. Andrew. Persons coming to infected houses in Kingston from the rural districts have fallen easy prey to the tubercle bacilli, and the incidence of the disease among these persons, often resulting in early death, is high.

Prevention and Cure of Disease

The prevention and cure of disease in the Colony is the responsibility of the Medical Department, which operates 25 Hospitals as well as Dispensaries and Health Centres, throughout the Colony. These comprise a Public Hospital in Kingston, containing a modern Operating Theatre and X-Ray Department, Bacteriological Laboratory, etc., a large Maternity Hospital (the Victoria Jubilee Hospital) a Tuberculosis Sanitarium (the George V Memorial Sanitarium) and a Mental Hospital, all in Kingston; a Lepers' Home in Spanish Town and 20 District Public General Hospitals, having accommodation ranging from 32 to 185 beds. The Department is under the control of the Director of Medical Services, assisted by 128 Medical or Assistant Medical Officers and other staff. The Island is divided into 44 Medical Districts, in each of which there is one or more Medical Officers. In addition there is a Medical Officer of Health in each parish. Special divisions of the Department, each under the charge of a Medical Officer of Health, deal with Venereal Disease, Malaria, Tuberculosis, Yaws and Quarantine matters.

Health and preventive measures, as distinct from the curative, are the responsibility of the Central Board of Health under the chairmanship of the Director of Medical Services which has a mixed official and unofficial membership. This body co-ordinates and guides the work of the Local Boards of Health, which are the Kingston and St. Andrew Corporation and the Parochial Boards. The Local Boards of Health maintain a Sanitary Staff and a Public Health and District Nursing Service under the control of the Medical Officer of Health of the parish.

Venereal Disease—

In recent years special interest has been shown by Central and Local Government Authorities and by voluntary organizations, in the control and cure of venereal disease. A special branch of the Medical Department is now in charge of this work and particular attention is paid to this disease by all Health Officers. There are now four principal clinics, in Kingston, Spanish Town, Port Antonio and Montego Bay, while the disease is also treated at all public general hospitals throughout the Island. Penicillin is now employed in the treatment of the disease, although it is not yet available in sufficient quantities for general use outside of Kingston.

Malaria—

The incidence of this disease, which decades ago, had the highest mortality rate and was a serious menace to the progress of the Colony has been considerably reduced in recent years as a result of swamp drainage and other preventive measures. The reclamation of extensive swamp lands at Twickenham and Majesty Pens in Western Kingston, at Boundbrook in Port Antonio, and in Montego Bay, has done much to reduce the incidence of malaria in those areas, but some of the largest swamps still remain to be reclaimed. Provision for malaria control measures in these and other areas is included in the Government's Ten Year Plan.

Malaria Control work is carried out by Units from the Malaria Branch of the Medical Department and by the Local Authorities in each parish. These Medical Units are sent out into the worst areas; there were 23 such areas in 1946. Control is effected mainly by drainage and oiling. The use of D.D.T. as a larvicide has given encouraging results. Of the anti-malarial drugs available quinine was preferred to atabrine by most Medical Officers. Through the help of the Colonial Office a supply of paludrine has recently been obtained, but it has not yet been brought into general use.

Yaws—

This disease is very widespread in some areas, but it is not as incapacitating as the other prevalent diseases. There are three Units of the Medical Department in operation in the worst areas while curative and preventive measures are also carried out by the Medical Officer of Health and the Sanitary Staff of the Local Authorities. Of the 15,233 new cases found in 1946, more than 50% were cured by the end of the year and most of the remainder are under continued treatment.

Pulmonary Tuberculosis—

Kingston and the urban parts of St. Andrew continue to be the main centres of infection, and in the year 1946 there were 1,469 cases under observation in the Corporate Area and 889 in the other parishes. Of the 889 cases in the parishes, 124 were said to be quiescent or arrested. Case-finding facilities are provided in the Kingston Chest Clinic and in the Local Public Health Departments in the parishes outside of Kingston. A travelling X-Ray Unit operates in rural areas. Institutional treatment is provided at the George V Memorial Sanitarium, the Tuberculosis Hospital (Admiral Pen), wards attached to public hospitals in parishes outside of Kingston, and in parochial infirmaries. The total provision is now 422 beds in hospitals and the Sanitarium, and 131 in parochial infirmaries.

Typhoid—

Ten outbreaks of enteric fever occurred in four parishes in 1946 but in no instance did they reach epidemic proportions. The incidence of this disease over the whole island, *i.e.*, 1,448 cases, with 319 deaths, is however a warning of insanitary conditions. This high incidence of typhoid fever may be attributed to a variety of conditions, the chief of these being unsafe and inadequate water supplies in certain parts of the Island aggravated by drought. Efforts to encourage the boiling of water for drinking often prove ineffective owing to shortage of utensils and fuel. Until the general sanitary conditions in the Colony show improvement typhoid fever will be a major health problem, but in the meantime it has been decided to carry out inoculations with T.A.B. vaccine as a protective measure and 82,870 inoculations were given during the year. Both the Heat Killed and Alcohol Killed types of vaccine were used, and with the short experience available the Medical Officers feel that the Heat Killed has been more effective.

Particular attention has been paid in recent years to the establishment of improved water supplies in the various districts and the number of chlorinated supplies has increased. Provision for the further improvement and development of water supplies has been made in the Government's Ten Year Plan.

Leprosy—

Lepers are treated at the Lepers' Home in Spanish Town, or in their homes ("arrested" cases) under the control of the Medical Officers of Health. There were 346 known cases of leprosy in 1946, and, of these, 169 were in the Lepers' Home and 178 in their own homes. In 69 of the 178 cases out of the Home, the disease had been "arrested". Twenty-seven new cases of leprosy were notified in 1946, while there were eight discharges from the Lepers' Home and 15 deaths amongst the inmates. There are no statistics showing the mortality among lepers outside of the Home. The Lepers' Home is under the control of the Medical Department but is operated by the Marist Sisters of the Roman Catholic Church. Modern methods of treatment are in use. There is a Board of Visitors appointed by the Governor, which acts in an advisory capacity in the administration of the Home, while periodical visits from the Secretary of the British Empire Leprosy Relief Association have helped to keep alive interest in the welfare of the inmates.

General—

The measures taken for the prevention of these diseases include the improvement of sanitation, vaccination, and a health education programme. The main features of that programme are maternal and child welfare clinics, school health work and public meetings with the use of visual aids. During the year the Bureau of Health Education was created from funds provided under the Colonial Development and Welfare Act, to be the clearing house for all health education material for use throughout the Island. The printed word, exhibits, posters, cinema, were the principal techniques employed in an effort to arouse the interest of the people in health matters. Conferences of public health workers were held during the year to discuss ways and means of providing the best health service possible with the available staff.

HOUSING

The need for good housing is urgent and widespread. In the urban areas the poorer sections of the population are housed mostly in rented tenements, consisting of separate holdings with one or more dwellings on each. Sanitary and other conveniences are provided in detached outbuildings. In rural areas the peasants live on small holdings in houses which range from huts with mud plastered walls and thatched roofs to cottages with wooden or concrete walls and shingled or corrugated iron roofs. Most of these holdings are owned by the inhabitants. In some districts barracks are provided by estate owners for permanently employed labourers.

Persons of higher income groups live in detached houses of which approximately 33 $\frac{1}{3}$ % are owned by the occupiers, the remainder being rented.

Under the Slum Clearance and Housing Law 1939, Government has power to carry out housing, slum clearance and improvement schemes for the benefit of the working classes of the community. A beginning was made with housing improvements in 1936, from funds provided by loan and spent for the most part in the Corporate Area of Kingston and St. Andrew. With the assistance of Colonial Development and Welfare funds it has been possible to continue the programme then

commenced and the programme of housing schemes will proceed to the full extent of the funds which can be allotted to housing purposes.

There are numerous areas to be dealt with by slum clearance schemes but the first need is to provide new houses, particularly in Kingston.

Subject to the provision of funds Government action will take the following forms:—

- (a) acquisition of land and building new houses both for rent and sale;
- (b) making grants and loans to owner-occupiers for repair, construction and improvement of houses;
- (c) clearing and redevelopment of slum areas;
- (d) fixing standards of accommodation so as to lessen overcrowding;
- (e) conducting research into housing design and use of materials.

It is proposed at present to provide assistance only for the working classes. Assistance under the housing programme contemplated will be limited, except in urban areas, to buildings costing not more than £250.

Building and sanitary Laws, administered by the Central Government through the Central Housing Authority or by Local Authorities (the Kingston and St. Andrew Corporation and Parochial Boards) require revision, and amendments are under consideration.

During 1946, with assistance provided under the Colonial Development and Welfare Act supplemented by Government funds, the Central Housing Authority has prepared Housing Schemes for a number of rural and urban areas. In Kingston, three Schemes were approved for Trench Town which provided for 82 8-roomed tenements and 25 4-roomed apartment houses. Ten Schemes were approved for rural areas which provide for 437 buildings to accommodate about 2,000 persons. On the 31st December, 1946, 186 buildings had been completed in rural areas and 21 were under construction.

Although most of the work was done departmentally, experiments were undertaken in co-operative measures in rural areas with a view to securing the maximum contribution by those to occupy the houses and reducing building costs. Local types of construction were employed as far as possible but progress in building is still severely hampered by shortage of building materials.

Subsidies are allowed in both urban and rural schemes. The aim is to allow an average subsidy of 33½% covering the entire development programme. It has been necessary, however, to increase this amount to fully 50% in the urban schemes in consequence of increased building costs and a decision not to increase rents with a view to keeping the scheme within the means of poor tenants.

Progress has also been made in connection with a rehabilitation housing scheme to assist in the repair and re-construction of houses damaged by the hurricane which occurred in August, 1944. A sum of £875,000 was approved as a loan free of interest by His Majesty's Government for re-loan to sufferers in the hurricane areas. Up to the 31st of December, 1946, 3,300 houses had been completed under the scheme and there were 2,650 buildings under construction.

SOCIAL WELFARE

Community Life—There are four main agencies through which general welfare work is promoted, i.e., the Jamaica Welfare (1943) Ltd., the 4-H Clubs, the Lands Department and Voluntary Organizations including the Churches.

JAMAICA WELFARE (1943) LTD.

In 1937, funds obtained from a cess on their banana exports, were made available by the United Fruit Company and the Standard Fruit & Steamship Company, for the development and welfare of the people of Jamaica, particularly of the peasant class, and Mr. N. W. Manley, K.C., was invited by the Companies to arrange for the administration of the scheme. A non-profit Company, Jamaica Welfare, Ltd., was formed in June, 1937, with a Board of Directors under the chairmanship of Mr. Manley.

With the outbreak of war and the cessation of banana exports the Fruit Companies' contributions ceased and in 1943 a grant of £15,000 was made to the Company from funds provided under the Colonial Development and Welfare Act, to enable it to continue its activities. In 1944, a further subsidy of £150,000 was made to the Company under the same Act, the grant to be spread over five years at the rate of £30,000 a year. The constitution of the Company was altered so as to place its finances under Government control and its directorate was increased so as to include representatives of Government, Local Government Bodies and other semi-Government and voluntary Social Welfare organizations. The Board of Directors now consists of twenty persons, under the chairmanship of Mr. Manley, and includes two Government officials (the Secretary for Social Welfare Services and the Commissioner of Lands), two members of the House of Representatives, and representatives of the Parochial Boards, the Jamaica Agricultural Society, the Agricultural Loan Societies Board, the Central Housing Authority, the Co-operative Development Council, the Jamaican Christian Council and the Central Council of Voluntary Social Services. The staff consists of a Manager and Education officer, a Secretary and fifty-three others.

Jamaica Welfare (1943) Ltd., aims at the promotion and development of economic and constructive social welfare services, based on self-help. Its methods are to stimulate or create in district communities a desire for self-improvement and a sense of individual responsibility, to urge these communities to study their problems and develop mutual aid through organised group action; to stimulate community planning and action through Community Councils; to encourage and develop leadership; and to assist in the development of the co-operative movement.

The Company's operations cover every parish of the Island; it has Resident Officers in districts in eleven parishes, while three officers are assigned for co-operative development work over the entire Island. The Company co-operates as far as possible with all other social welfare bodies or other Agencies engaged in Co-operative work, the chief among these being the Education Department, the Jamaica Agricultural Society, the Agricultural Loan Societies Board, the Central Housing Authority, and various Co-operative and Credit bodies such as the Jamaica Poultry and Farmers Federation and the Jamaica Credit Union League.

Community Organisation

In 1937-38 the Company erected two large community halls at Guy's Hill (in the parish of St. Mary) and Porus (in the parish of Manchester), to meet the needs of wide areas, but it was subsequently decided to establish instead smaller affiliated centres, making use of existing buildings, e.g., schoolrooms.

Community activities may be grouped under two heads, viz. :—

The Educational—including social and cultural efforts, and the

Economic—including Co-operatives, Home and Village industries and projects. Groups turn to the technical Departments and Agencies for guidance and for services according to their needs. Affairs are managed by Community Councils (Village Committees in the early stage) consisting of representatives of the member organizations and direct members. At present there are 33 Community Councils organized in 9 districts and 25 Village Committees (leading to Community Councils) in five parishes—a total of 58 Councils and Committees. Community Councils are in turn encouraged to join in forming District Councils and three such Councils have been formed.

Pioneer Clubs—

Pioneer clubs have been formed for young men and women who are not members of other organisations.

Leadership Training—

Leadership training is carried on in nine parishes, while 12 short courses were conducted at the Porus Community Centre, at which 107 trainees attended from eleven parishes.

Cinema Units—

This service was inaugurated in collaboration with the Education Department in 1938. Three units, each having a lecturer and a chauffeur-mechanic, operate in eleven parishes, the itineraries providing for shows in selected villages at intervals of six weeks. Additional centres are served on Saturdays and Sundays. These shows are well attended; 530 shows were given in 1946, at which 193,122 persons (approximately 94,000 adults and 98,000 children) were present.

Home and Village Industries—

The Company has established a Cottage Industries Department and a Marketing Agency, the turn-over from which in 1946-47 was £13,887. The importance of handicraft is recognised and its development is being pursued. In 1946, at the request of the Comptroller for Development and Welfare, the Company seconded an Instructress for handicraft training in the South Caribbean, while, on the invitation of the Comptroller and the Governments concerned, the Company's manager visited Barbados, Trinidad and Grenada to discuss and report on handicraft and other welfare activities.

Agricultural Projects—

Practical projects, based on co-operative action and with an agricultural bias have been assisted, the principal being:—

- (1) Tomato—growing.
- (2) Potato—growing.
- (3) Poultry-rearing (30 groups have been organized—production amounted to 500 dozen eggs weekly and 3,000 chickens, in 1946).
- (4) Soil conservation projects. (Groups have been formed and work carried out in 6 villages).
- (5) Erection of simple farm buildings.
- (6) Co-operative use of farm implements (five groups now own ploughs which are used co-operatively).

Tomato Growing—

There are 13 Tomato Growers' Associations whose leaders and Secretaries have been given training by the Company. The Company also assists in the development of tomato growing in South St. Elizabeth. Jamaica Vegetables Ltd., the tomato co-operative, marketed over 1½ million lbs. of tomatoes in 1946, and expects to market twice that amount in 1947. 18,000 cases of canned tomatoes were produced in 1946.

Housing Schemes—

Co-operative housing schemes have been carried out by the Company at Bonnett (in St. Catherine) and Labyrinth (in St. Mary). For owner-occupiers able to offer security, 40 houses (consisting of two rooms, verandah, kitchen and latrine) were built; this scheme which was undertaken in collaboration with the Agricultural Loan Societies Board and the Central Housing Authority was part of the rehabilitation plan consequent on the 1944 hurricane and Government paid one-third the cost of each house as a grant and two-thirds as a loan—the value of each house not to exceed £200. Under another scheme 6 houses were built at Bonnett. This scheme was financed to the extent of £25 for each house by the Central Hurricane Relief Committee and the St. Catherine Parochial Board. Additional labour and some material were secured by self-help of the people concerned and from other sources.

3-F Campaign—

In 1946, the Company carried out a 3-F Campaign (Food for Family Fitness) in ten Districts. The movement is popular, although the crop yields in some districts were, as a result of drought, disappointing. Nevertheless, over 1,000 projects, relating to kitchen gardens, compost heaps, feeding of children, etc., were carried out, the work of the voluntary leaders shewed improvement, and it is proposed to extend the Campaign to other areas.

Business Training—

An officer has been assigned to instruct and train co-operative groups in accounting and auditing.

Co-operative Development—

Four officers of the Company were sent abroad to study the co-operative movement. The Island has been divided into three sections, Eastern, Central and Western, and an officer has been assigned for co-operative development work in each Section. These officers work with and through the District Welfare officers and existing organizations.

The following co-operative groups, established and operated under the aegis of the Company, were in existence in 1946-47:—

Group	Number
Regional Councils	5
Pioneer Clubs	78
Study and Savings Groups	198
Buying Clubs	16
Poultry Groups	16
Crafts Groups	45
Coffee Growers' Assns.	4
Tomato Growers	13
Stores Growers	2
Credit Union	1
Total ..	378

Co-ordination of Voluntary Social Services—

The Company seconded one of its officers to assist in organizing the Central Council of Voluntary Social Services.

Publications—

The Society publishes some 29 pamphlets on various subjects—since 1945, 73,000 copies have been printed of which more than one-half have been sold.

Social Welfare Training Course, 1946—

At the request of the Jamaican Government, and the Development and Welfare Organizations in the West Indies, the Fourth Social Welfare Training Course was held in Jamaica, with Mr. P. M. Sherlock, B.A., Education Officer of the Company, as Dean. The Course was attended by 25 students from nine British West Indian Colonies. The Course included both theoretical and practical work. Lectures were given by Miss Dora Ibberson, Adviser to the Comptroller for Development and Welfare in the West Indies, Dr. George Simpson, Head of the Department of Sociology, Pennsylvania State College, U.S.A., and a number of others resident, in Jamaica.

4-H Clubs—

These are operated under the auspices of the Jamaica Agricultural Society, by means of a grant under the Colonial Development and Welfare Act of £42,000, spread over 5 years. The movement has made a good start at the end of 1946, there were in existence 230 Clubs, having 8,584 members, with a further 18 Clubs (599 members) on probation.

Lands Department—

Since its creation in 1938, the Department has acquired and conducted land settlements on 109 properties comprising 106,230 acres. It also undertakes the social and economic development of these settlements and operates a social welfare service for this purpose. It assists and fosters agriculture, animal husbandry, dairying, the collective marketing of crops, while Co-operatives and Thrift Clubs are organized and community life is fostered and strengthened. Nearly all settlements have their Associations and Clubs which are a means of establishing the communal spirit in those areas. More recently, the Department has undertaken a housing programme on some of these settlements.

Voluntary Services—

For many decades there have been numerous religious organizations acting under the auspices of the various Churches which have taken an active part in social welfare and community life. More recently these organizations have become affiliated to a Central Body, the Central Council for Voluntary Social Services, formed in 1941. There are some 50 such affiliated organizations, amongst the most important of which are the Y.W.C.A., Y.M.C.A., the Salvation Army, the Boy Scouts' and Girl Guides' Associations, the Boys Brigade, Boys Town, 4-H Clubs, Save The Children Fund, St. John Ambulance Association, Mothers' Union, Women's Guilds, Women's League and the recently-formed Jamaica Federation of Women. These bodies have continued to render excellent service to the community. Club work among youths, in particular, continues to grow and in the Kingston Area there are 75 clubs all operated by voluntary leaders which have a total membership of over 2,000.

A *Co-operative Development Council* consisting of Representatives of voluntary organizations and Government officers has been created, and is fostering the growth of co-operation. There are now 155 registered co-operative societies (including 108 People's Co-operative Banks) and over 400 unregistered co-operative groups.

(b) Relief of Destitute and Disabled—

Poor relief is administered by the Local Authorities, *i.e.*, the Kingston and St. Andrew Corporation and the thirteen Parochial Boards, under the control and guidance of the Board of Supervision, a Statutory Body appointed under the Poor Relief Law, Chapter 53. The local Authorities operate through Poor Relief Committees, one in each parish. The limited funds available to these authorities do not permit of very

extensive relief, but there is an Alms House in each parish for resident paupers, while out-door relief is afforded by means of allowances ranging from 1/6 to 6/- per week in the case of families or issues of clothing. On the 31st March, 1946, there were 15,589 registered paupers, of which 11,739 were on out-door relief, 2,610 were inmates of Alms Houses and 1,240 were children in Industrial Schools and Charitable Homes. The expenditure on poor relief during the year ended 31st March, 1946, was £191,990.

There are also numerous Charitable Organizations which are supported either by endowments or by public subscription, with or without a Government grant, and which play a very important part in public assistance. The chief of these are:—

The Salvation Army, which operates the following charities:—

Institute for the Blind

Bethesda Home for Girls (the girls are trained in domestic work)

The Nest (home for babies of leper parents)

Kingston Charity Organization Society

Manchester Charity Organization Society

Jewish Home

Gray's Charity

Boys' Town

Mannings Home (for children)

Pringle Home (for girls)

Rio Cobre Home (for children of ex-soldiers of the late B.W.I. Regiments)

St. Vincent De Paul Society

Verley Home

Wortley Home (for children)

There is a Lepers' Home at Spanish Town which is financed by Government but operated by the Marist Sisters.

(c) *Juvenile Delinquency, Probation Service, etc.*—

Under the existing Laws children up to the age of 14 years who are convicted in the Courts or who are found begging, wandering without any fixed place of abode or means of subsistence, destitute or keeping bad company, are sent to a Government-declared Reformatory or Industrial School, there to remain until they attain the age of 16, or with the Governor's approval, the age of 18. Youths between the ages of 14 and 16 go to the Juvenile Section of the Prisons. A Juveniles Bill, modelled on the English Act, and providing for Juvenile Courts and the proper treatment of delinquent juveniles, has now been drafted and is under detailed consideration prior to reference to the Legislature.

A voluntary *probation service* is carried in each parish of the Island by the Salvation Army, and a Probation Officer from the United Kingdom has recently been appointed who is engaged in building up an improved probation system.

CHAPTER 8—LEGISLATION

Twenty-seven laws were enacted during 1946 of which the following were amongst the most important:—

The Banana Insurance Law 1946 (No. 9 of 1946)—

The purpose of this Law is to establish a system whereby the banana industry may be insured against damage by windstorm. The funds from which any liability under the scheme will be met will be obtained from a cess levied on exported bananas and the administration of the Law will be undertaken by a Board in large measure representative of the industry. This legislation is of first importance in view of the disastrous losses suffered by the banana industry in the past from hurricanes and it is hoped that the greater security against such losses which the Law provides will make a valuable contribution to the revival of the industry.

The Statistics Law 1946 (No. 16 of 1946)—

A Central Bureau of Statistics was established in 1945 with the following principal functions:—

- (a) collecting, compiling, analysing, abstracting and publishing statistical information relative to the commercial, industrial, financial, social, economic and other activities and condition of the people;
- (b) organising a co-ordinated scheme of social and economic statistics and intelligence pertaining to Jamaica;
- (c) taking the census of Jamaica and its Dependencies
- (d) preparing a year-book of Jamaica (the Blue Book).
- (e) carrying through elections (both to the House of Representatives and Parochial Boards).

The Statistics Law was enacted to give the Bureau the necessary powers to obtain the information necessary to carry out its duties.

CHAPTER 9—JUSTICE, POLICE AND PRISONS

LAW AND THE COURTS

The system of law in Jamaica is based on the English Common Law, local statutes called Laws and "all such laws and statutes of England as were, prior to the commencement of 1 George II Cap. 1, esteemed, introduced, used, accepted, or received, as Laws in the Island save in so far as any such laws or statutes have been, or may be, repealed or amended by any Law of the Island".

The Courts of the Island are:—

1. The Supreme Court of Judicature
2. The Circuit Court
3. The Resident Magistrates Courts
4. Petty Sessions Courts
5. Coroners Courts

The *Supreme Court* which consists of the Court of Appeal and the High Court of Justice is a Superior Court of Record and exercises jurisdiction in every type of case civil and criminal.

The Judges of the Supreme Court are the Chief Justice of Jamaica and three Puisne Judges and provision has recently been made for a fourth Puisne Judge.

The *Court of Appeal*, which is constituted by three Judges, hears all appeals, civil and criminal, from the High Court and Resident Magistrates Courts as well as appeals from the Cayman Islands and the Turks and Caicos Islands and there is also provision for Justices in Petty Sessions to state cases for the opinion of the Court.

Appeals from Justices in Petty Sessions, in tax cases, and from certain statutory bodies are heard by a Judge of the Supreme Court sitting in Chambers.

The *High Court of Justice* is represented by the Chief Justice or any single Puisne Judge adjudicating in Chambers or in Circuit.

The *Circuit Court* which is presided over by one of the Judges of the Supreme Court with the assistance of a jury has jurisdiction to try all indictable offences. A Court of the Supreme Court is constituted by a Judge of the Supreme Court holding a Circuit Court.

A *Resident Magistrate* has jurisdiction

- (a) in civil matters where the amount claimed does not exceed £100 and in certain cases where the amount claimed does not exceed £200, and

- (b) in criminal matters summarily and on indictment within the limits set out in the Resident Magistrates Law.

The *Petty Sessions Court* is presided over by Justices of the Peace or by the Resident Magistrate of the Parish who has the jurisdiction of two Justices of the Peace. The Court deals with minor offences.

The *Coroners Court* is presided over by the Resident Magistrate of the Parish with a jury.

The Bar and Solicitors enjoy the same rights as they do in England.

The Attorney General's Department consists of the Attorney General, the Solicitor General, a legal Draftsman and two Crown Counsels.

The Crown Solicitor's Office consists of the Crown Solicitor, the Assistant Crown Solicitor and one other Solicitor.

The main types of civil cases which come before the Supreme Court are Matrimonial Causes and actions for negligence in the driving of Motor Vehicles and Tram Cars. (On the criminal side of the Court), the main types of criminal cases are Murder, Manslaughter, Burglary and Larceny, Larceny and Wounding.

POLICE

The Jamaica Constabulary Forces is constituted under the Jamaica Constabulary Force Law, Chapter 129 of the Revised Edition. On enrolment each Constable is sworn in to serve for a period of 5 years, the first 6 months of which are on probation. The training of recruits, which includes newly-appointed Sub-Inspectors, is carried out at the Constabulary Depot, Kingston.

The Regular Establishment of the Police consists of a Commissioner and a Deputy Commissioner of Police, nine First Class, nine Second Class and nine Third Class Inspectors, four Sub-Inspectors, 431 Sub-officers and 1,345 men—a total of 1,809.

It includes a Criminal Investigation Department, with a detective force of 75 officers, Sub-officers and men, and containing a Finger Print Bureau, Criminal Records Section, Modus Operandi Bureau and Photographic Section.

In addition to the Regular Force there is a Rural Police Force, constituted under the District Constables Law, which consists of District Constables and Special District Constables, 1,250 and 950 respectively in number. The former are paid from public funds; the latter are appointed on the application of private firms or individuals, for the protection of their property or interest, and are paid by them. The duties of the Rural Police are akin to those of the Regular Constabulary and their powers of arrest are similar; they play an important part in providing protection and supervision in the more remote districts of the Island. The main duties of the Police are the preservation of law and order, the prevention and detection of crime and the apprehension of criminals. Matters in which the Police were particularly active during the year were the preservation of order during labour disturbances and at public meetings, the enforcement of the Traffic Laws and Regulations, the Revenue Laws (particularly those relating to smuggling) and the Defence Regulations relating to price control.

During the past six years there has been a marked increase in crime in the Colony, due, partly to the rise in the cost of living and the difficulty in obtaining certain essential articles, which also opened a ready market for stolen goods, and partly to unemployment and labour unrest. These conditions led to an increase in burglary, house, and shop-breaking, larceny from the person and robbery in general as well as crimes of violence, such as assault. In addition to the suppression and detection of crime, much of the time of the Police is taken up in maintaining law and order during labour troubles or industrial disputes. A Plain Clothes Squad taken from the uniformed ranks, was formed in late 1945 and attached to the Criminal Investigation Department of the Force. This Squad, which operated as often and for long as other urgent duties permitted, played an important part in the suppression and detection of crime in 1946, and preventable crimes shewed a marked decrease during the period that it was in operation.

The following table shews the incidence of the more serious crimes in 1946 as compared with the previous year:—

Crime	1945	1946	Increase	Decrease
Murder ..	31	27	..	4
Manslaughter ..	6	17	11	..
Wounding and Assault occasioning bodily harm ..	2,686	2,834	148	..
Sexual offences ..	115	109	..	6
Burglary ..	558	607	49	..
Housebreaking ..	487	555	68	..
Larceny from dwelling	1,164	1,161	..	3
Shopbreaking ..	594	451	..	143
Larceny from the person including robbery ..	492	577	85	..

It was decided during the year to establish a Police Reorganisation Section as recommended by Superintendent W. A. Calver in his report on the Jamaica Constabulary and steps were taken to select three experienced Police Officers from overseas, two from the Metropolitan Police and one with Colonial Police experience to serve on this Section which will be given executive responsibility to reorganise the Constabulary on the lines recommended in Supt. Calver's report.

A committee was appointed early in the year to enquire into the pay and allowances of the Force and following on consideration of that report substantial increases were approved, the total annual cost of which, together with additional war bonus, will amount to approximately £100,000.

PENAL ADMINISTRATION

Prison administration is under the control of the Director of Prisons assisted by a staff consisting of a Deputy Director, three Superintendents and 393 others.

2. There are three prisons, namely,

- (1) The General Penitentiary;
- (2) The St. Catherine District Prison; and
- (3) The Richmond Farm Prison.

Each of these prisons is under the control of a Superintendent and staff.

3. The *General Penitentiary*, which is situated on the Kingston waterfront, has two Divisions, the Male and the Female. The Male Division is intended for prisoners serving sentences of over nine months, with hard labour. Work done by these prisoners includes domestic duties (cooking and cleaning), baking, carpentry, furniture-making, tinsmith-work, brick-making, quarrying for limestone and the manufacture of lime, plumbing, mat and mattress making and masonry. The Female Division provides accommodation for all female prisoners. Its inmates are occupied in the making and laundering of linen and clothing for Government Departments and the Public Hospitals in Kingston. Selected prisoners attend sewing classes arranged by social welfare bodies and the proceeds from the sale of their work are used to assist them on discharge.

4. The *St. Catherine District Prison* comprises a 200-acre prison farm and is situated near Spanish Town. It is intended for male prisoners serving terms of nine months and less, without hard labour, and for juveniles. The work carried on is mainly agricultural.

5. The *Richmond Prison Farm*, comprising approximately 400 acres and situated near the town of Richmond in the parish of St. Mary, was established in 1944 with funds provided under the Colonial Development and Welfare Act. The purpose was to provide training in agricultural and farm work for specially selected prisoners, with a view to fitting them to become competent farmers on the expiration of their sentences. This represents the first attempt at segregation by character of the prisoner and a departure from the usual practice of surrounding a prisoner with physical restrictions. From 1944, when the first twelve prisoners were transferred to Richmond Estate to live in the Great House, steady progress has been made in developing and making a success of the scheme. During the year under review, following completion of the accommodation, the prisoner muster increased steadily from 46 to 80 prisoners, and this increase was reflected in the development of the farm and the training of prisoners employed in working it under conditions which they must use on discharge. Details of the work done by prisoners will serve as an illustration of the varied tasks applicable to agricultural training viz.:—sawing lumber, malarial control, spraying bananas, wire fencing, repairing roads, shoeing of mules, and repairing carts, bee-keeping, the planting and propagation of bananas immune to Panama Disease, manufacture of coconut oil from coconuts picked on the estate, cultivation of sugar cane, sweet potatoes, cocoes and cassava.

Recreation and education have not been neglected. Cricket matches are played regularly between prisoners and local clubs, staff part in the games. School classes have been taught in the evenings after work by one of the staff.

6. *Prison Population*—The number of prisoners in the prisons in 1946, was as follows:—

	On 1.1.46	On 1.12.46	Daily Average
General Penitentiary			
Male Division ..	900	1,054	938
Female Division ..	83	97	88
St. Catherine District Prison			
Adult Division ..	584	506	585
Juvenile ..	62	113	97
Richmond Farm Prison	46	80	60
	1,675	1,850	1,768

Approximately one-half of the number of prisoners received into the General Penitentiary were on their fifth or more conviction and were sentenced to serve from nine months to three years. Of the female prisoners about 65% were admitted on first conviction and 90% were sentenced to serve less than six months. Approximately 75% of the prisoners received at the St. Catherine District Prison were on first conviction and 86% were sentenced to less than six months.

7. *Medical Attention*—The health of the staff and prisoners is the responsibility of three Medical Officers and two dispensers.

8. *Recreation and Education*—The facilities for recreation in these prisons, with the exception of the Richmond Farm Prison, are limited, games being provided principally for the juveniles. There are two teachers on the staff of the Department, one at the General Penitentiary and one at the St. Catherine District Prison but their activities also are confined mainly to juveniles.

9. *Religious Services*—Religious services are held regularly each week in all prisons.

10. *Boards of Visitors*—There is a Board of Visitors, appointed by the Governor, for each Prison.

11. *Prisoners in Lock-ups*—In addition to the prisoners confined in the prisons, persons serving very short sentences (*i.e.*, up to ten days) or held pending trial are confined in lock-ups at the Head Stations of the Constabulary of which there are fourteen in the Island.

CHAPTER 10—PUBLIC UTILITIES

Apart from transportation services, details of which are given in Chapter 11, the more important public utilities are water supplies, irrigation, electric lighting and power, and the telephone system.

WATER SUPPLIES

All public water supplies in the Colony are owned by the Central or Local Government Authorities. The provision of adequate and potable water supplies is the responsibility, in the Corporate Area of Kingston and St. Andrew of the Water Commission, a statutory body appointed by the Governor under the Water Commission (Corporate Area) Law, Cap. 66, and in the other parishes of the Parochial Boards, with the assistance, financial and otherwise, of the Government. The Public Works Department, through its Hydraulics Branch, prepares or advises on all new major schemes. The All-Island Water Advisory Board, a non-statutory body appointed by the Governor, advises Government on all matters affecting water supply.

Corporate Area—

Kingston and lower St. Andrew are supplied with water from five sources namely, the Hope River and the Hermitage Reservoir, both of which are gravity supplies, and three pumping stations. The Hermitage Reservoir impounds the Wag Water and Moresham Rivers at a point about 12 miles from Kingston, and has a capacity of 430 million gallons. More recently a large reservoir has been constructed at Mona in St. Andrew, to be fed from the Hope River, but it is not yet in operation. The pumping stations are the Long Mountain Well (capacity 4 million gallons a day), the Montgomery Corner Well (capacity 1 million gallons a day) and the Race Course Well (capacity three-quarter million gallons a day). These wells are operated by electrically driven deep well turbine pumps.

The Water is treated at four purification centres, namely at Sea View, Constant Spring, Hope and Cavaliers. The Constant Spring Filtration Plant is the largest; it consists of 8 Rapid Gravity Filter Units with the necessary settling basins and chemical equipment and has a capacity of 8 million gallons a day. All of the water supplied is sterilized by chlorination. The standard of purity is well maintained, daily bacteriological examinations being carried out in the Commission's laboratory; in addition further independent examinations are made by the Government Pathologist for the Medical Officer of Health.

During the greater part of the year, the gravity supplies are sufficient to meet the demands of the public and the pumping stations are kept for use in periods of drought. The average daily consumption of water amounts to approximately 15 million gallons which is distributed through 290 miles of mains to approximately 19,000 rate payers; the total estimated population served is 185,000. About 25 per cent. of the services are metered there being approximately 5,000 water meters installed at the present time. There are also approximately 1,500 Fire Hydrants which are maintained by the Commission.

The Water Commission also operates the sewerage system in Kingston. There are at present nearly 52 miles of sewer and the system is divided into three zones, namely, the High, Mid and Low Level Zones. The High and Mid Level Zones drain to two Disposal Works in Western Kingston, where the sewage is specially treated, and the clarified effluent discharged into the harbour. The Low Level Zone is drained to the Darling Street Pumping Station, where it is pumped by electrically driven centrifugal pumps to the open sea on the Eastern side of Kingston harbour.

Other Parishes—

In the parishes outside of the Corporate Area, there are 36 main public water supply undertakings, consisting of reservoirs fed from rivers or boreholes, which furnish supplies by gravity or by pumping. The average output of water from these projects ranges from 2,500 to 720,000 gallons a day and they supply areas ranging from one to thirty-eight square miles with populations ranging from 1,000 to 12,500 persons. Seventeen of these Water Supplies are chlorinated and five also have filtration plants—it is proposed to provide chlorination and filtration for others as finances permit. In addition there are 197 public rain-water tanks and 32 public wells, while 337 small springs provided with protected catchments serve as public water supplies. These water supplies are operated and maintained by the Parochial Boards. For piped supplies a water rate is imposed in each area of supply, while the tanks and wells are kept mainly as reserves in times of drought.

IRRIGATION WORKS

There are three principal irrigation schemes, namely, the Rio Cobre Irrigation Works, the Vere Irrigation Works and the Black River Drainage and Irrigation Scheme.

Rio Cobre Irrigation Works—

This irrigation scheme, which is supplied with water from the Rio Cobre River in the parish of the Saint Catherine, was constructed by Government in 1870 and is maintained and operated by the Public Works Department. The main canal and its branches total over 41 miles in length and embrace an area of nearly 50,000 acres of which 30,000 acres are capable of being irrigated. About 17,164 acres are now under irrigation which includes over 8,000 acres of cane, over 5,000 acres of bananas, over 3,000 acres of guinea grass (mainly used for dairy farming) and over 200 acres of mixed cultivation. The quantity of water supplied is approximately 15,990 cubic yards per hour.

Vere Irrigation Works—

This undertaking which is situated in the Vere District of the parish of Clarendon is under the control of the Vere Irrigation Commission, a statutory body consisting of 5 members, of whom 3 are nominated by the Governor, and 2 elected by the owners of the properties. The water is derived from the Cockpit River in Lower Clarendon, and the scheme at present utilises 5,000 cubic yards per hour.

The irrigation canals are $7\frac{1}{2}$ miles in length, and are divided into two portions, a low level canal and a high level canal. The low level canal, about $2\frac{1}{2}$ miles long, extends from the Cockpit river to the pumping station where a pumping plant is established for pumping the water to higher levels.

Black River Drainage and Irrigation Scheme—

The Black River in Saint Elizabeth contains in its upper reaches large areas of morass which cause periodical flooding and the creation of swamps and the purpose of the scheme is to keep the waterways of the river and its tributaries clear and to drain the surrounding swamps. The scheme is operated by the Black River Drainage and Irrigation Board, a statutory Body (Law 50 of 1941), consisting of a Chairman and six members and comprising Representatives of the Government, the Parochial Board and the property owners. Since 1941, approximately 3,000 acres of swamp lands have been reclaimed.

ELECTRIC LIGHT AND POWER

Electric light and power in the Colony is supplied by private Companies under licence, the largest of which is the Jamaica Public Service Co., Ltd., which also operates the tramways in the Corporate Area.

The Jamaica Public Service Co., Ltd., supplies electric light and power to the Corporate Area of Kingston and St. Andrew, and through a system of high tension transmission lines aggregating 150 miles, extends a similar service to the towns of Spanish Town, Bog Walk, Linstead and Old Harbour, in the parish of Saint Catherine, and to the town of May Pen in the parish of Clarendon, as well as to nearly all of the large banana and sugar plantations in the parishes of Saint Catherine and Clarendon. The Company also provides a light, power and ice service to the towns of Montego Bay, Port Antonio and Saint Ann's Bay on the north coast, and a light and power service to the towns of Brown's Town, Falmouth, Lucea and Black River.

The Company operates a steam power station in Kingston, totalling 13,000 H.P., a hydro-station at Bog Walk, totalling 1,500 H.P., a hydro-station on the White River in Saint Ann, of 5,250 H.P., and is constructing a hydro-station on the Roaring River in Saint Ann, which will add another 5,750 H.P. capacity. The smaller communities are at present supplied from isolated diesel plants.

In addition to the activities of the Jamaica Public Service Company, Ltd., the following townships and their environs are served with electric light and power by small private Companies or individuals, under licence, the supply being locally generated:—

- (a) Mandeville, Christiana and Spaldings in the parish of Manchester;
- (b) Prospect and Oracabessa in the parish of Saint Mary;
- (c) Port Maria in the parish of Saint Mary;
- (d) Savanna-la-Mar in the parish of Westmoreland.

Several Sugar Estates and other commercial undertakings also operate electrical generating stations for power supply to their factories.

TELEPHONE SERVICES

The Telephone Services throughout the Island are operated by a private company, The Jamaica Telephone Co. Ltd., under licence. The Company has for long time held a licence for operations in Kingston and the suburban areas of Saint Andrew where a modern automatic service is provided, but in 1945 it purchased from the Jamaica Government the All-Island Telephone System which had been installed by the Government in 1939. This system affords communication between all but two of the parishes, serving one or more of the principal towns in each. This system comprises 28 telephone stations, which are operated from three exchanges.

CHAPTER 11—COMMUNICATIONS

SHIPPING

The volume of shipping using the various ports of the Island, which had declined very considerably during the war years has been gradually increasing since 1944 but the 1946 volume was still only 25% of the pre-war figure. Some of the regular shipping services have now been re-established in skeleton form and it is expected that regular passenger services will be restored in the near future. At present there are no regular passenger services between the Colony and the U.S.A. or Canada.

RAILWAY

The Jamaica Government Railway, 212½ miles in length, traverses the Island in two main lines and three branches. The main lines are from Kingston to Montego Bay (112½ miles) and from Spanish Town to Port Antonio (63½ miles) while the branch lines are from May Pen Junction to Frankfield (23 miles), from Bog Walk to Ewarton (8½ miles) and from May Pen to Fort Simonds (5½ miles).

The Railway operates at a loss (the revenue for the year ended December 31, 1946 being £423,000, expenditure £653,000), caused by competition from road transport and short hauls over steep gradients. The difference between Railway expenditure and revenue widened considerably in 1946 as a result of a fall in traffic following increased competition from road transport and strikes which occurred early in the year. The drop in traffic made it necessary to carry out a programme of curtailment of services and retrenchment of staff. Unprofitable services were reduced and the conversion of engines from steam to diesel which is now very much cheaper than steam was begun—at present slightly more than one half of the entire Railway mileage is travelled by diesel trains.

ROADS

Jamaica is, on the whole, well served by roads, but owing to the mountainous nature of the Island a great length of roadway is required to enable agricultural produce to be transported to the towns and ports. There are at present 4,594 miles of roadway capable of carrying motor traffic, of which 547 miles are surfaced with asphalt. Of this 2,457 miles are arterial or main roads, maintained by the Public Works Department, and 2,137 miles are secondary or parochial roads, maintained by the Kingston and St. Andrew Corporation and the Parochial Boards. The majority of these roads are in good condition. In addition there are many hundred of miles of bridle tracks, under the care of the Parochial Authorities.

The area of the Colony being 4,404 square miles, the road development is equivalent to 1 mile of motor road to every 0.96 square mile of area.

A number of useful road improvement or construction works was carried out during the year, but there was no major item of road work which calls for special comment.

VEHICLES

There were 6,600 motor vehicles registered in 1946. The service provided by public passenger vehicles is in a deplorable state, particularly in Kingston and St. Andrew, due mainly to the difficulty of obtaining new vehicles during the war. The bus services in Kingston have been so overcrowded that it was necessary until November, 1946, under Defence Regulations to stagger the opening and closing hours of business houses in the city. Thirty-eight buses operate on

sixteen routes in Kingston and Lower St. Andrew. Outside the Corporate Area there are one hundred and forty buses in operation; 1,334 vehicles were licensed as carriers of merchandise and other goods during the year.

The rationing of petrol and tyres which was introduced in 1942 was lifted so far as petrol was concerned on the 15th of August, 1946, and in respect of motor car and motor cycle tyres, rationing ceased at the end of the year.

In the year 1945-46 there were 1,399 road accidents, in which 30 persons were killed, and 638 injured, a considerable increase over the previous year when there were 467 accidents, in which 9 persons were killed and 299 injured.

AIR TRANSPORT

Civil Aviation was under the control of the Director of Public Works. (It has since been placed under a separate Department). There was an increase in air traffic in Jamaica in 1946, 293 aircraft and 4,824 passengers passing through the Palisadoes Airport each month, on average, as compared with 259 aircraft and 4,134 passengers in 1945.

In addition to the five Airlines mentioned below, several other Companies operating commercial non-scheduled flights made the Palisadoes a port of call and, in fact, accounted for 50% of the traffic passing through that Airport during the year.

There are two Airports, namely, at the Palisadoes (Kingston) and Montego Bay (not opened until the beginning of 1947 when a shuttle service between Miami and Montego Bay was inaugurated). The following five Companies operate air services to and from Jamaica regularly:—

- (1) Pan American Airways Inc.
- (2) K.L.M. (Royal Dutch Airlines)
- (3) British South American Airways, Ltd.
- (4) British West Indian Airways, Ltd.
- (5) Jamaica Air Transport, Ltd.

Pan American Airways operate daily services to North, Central and South America and to the West Indian Islands.

K.L.M. operate a daily service to North America, and a service four times a week to Venezuela, the Dutch West Indies and Dutch Guiana.

B.S.A.A. planes go weekly to Europe via Bermuda.

B.W.I.A. planes fly twice a week to the Eastern British West Indian Islands and once a week to British Honduras.

Jamaica Air Transport, Ltd. operates a weekly service to the Cayman Islands.

POSTAL SERVICES

There are 310 Post Offices and 45 Postal Agencies, and a daily exchange of mail (except on Sundays) is carried on with the Head Office in Kingston. Internal mails are transported by the Jamaica Government Railway, the Public Works Department, private contractors and, in the Corporate Area of Kingston and St. Andrew by the tramways of the Jamaica Public Service Company.

On the 31st December, 1946, there were 60 postal telegraph and 173 public telephones offices in the Island, in addition to 45 telegraph offices operated by the Jamaica Government Railway Telegraphic Service.

In April, 1946, a wireless circuit was established for the first time, between Head Office and the Montego Bay Post Office, as an auxiliary to the land line telegraphs.

As regards overseas telegrams, Cable and Wireless (West Indies) Limited, operates direct circuits from Kingston to Turks Island, Bermuda, Barbados and Halifax, Nova Scotia. At Halifax semi-automatic re-transmission is provided to Montreal and London giving a virtually direct circuit from Kingston to both places. The system also provides direct circuits to Santiago de Cuba, Havana (Cuba) New York City, San Juan and Ponce, Puerto Rico. The special Empire Flat Rates Scheme whereby messages between any two parts of the British Empire can be sent at greatly reduced rates is in operation. Greeting Letter Telegrams between Empire Countries may be sent at 5/- for 12 words. There is an overseas telephone service with the United States of America, Canada, Cuba, Mexico, Bahamas, Puerto Rico, and the United Kingdom, the connection being made through Miami, Florida.

BROADCASTING

The Jamaica Broadcasting Station at Kingston, with an antenna power of 1,200 watts, and operating under the call letters ZQI, has a daily broadcast period of four hours:—from 4.00 to 5.30 p.m. E.S.T. on a frequency of 4.7 megacycles, and 7.30 to 10.00 p.m. E.S.T. on 2.33 megacycles. The Operations of ZQI are controlled by a Committee of Management, the Chairman of which is the Director of Education, and the station is under the charge of a Station Manager.

It is estimated that there are approximately 14,000 receiving sets in operation in the Colony.

In the preparation of broadcasts part of the schedule is supplied by the London Transcription Service of the British Broadcasting Corporation and the Armed Forces Radio Service of the United States War Department. Willing co-operation has been accorded by many local groups, including the Jamaica Historical Society, the Jamaica Office of the British Council, the Institute of Jamaica and the Junior Centre, and talks on various matters of a cultural nature are regular features. Emphasis is laid on sport as a unifying medium among the Caribbean Colonies and broadcasts conducted during Inter-Colonial Cricket and Football Matches, have been relayed by Cable and Wireless (West Indies) Limited, to the home colonies of the visitors. News of the local scene and the world at large is given prominence, and important programmes, announcements, official and otherwise are broadcast. A grant of £3,000 has recently been made under the Colonial Development and Welfare Act for the improvement of the Service, which is maintained by Government Funds.

PUBLIC WORKS DEPARTMENT

In addition to the work of the Department, both advisory and constructional, in respect of Colonial Development and Welfare Schemes, which are commented on elsewhere, its activities in 1946 covered the following:—

- (a) the maintenance of 2,457 miles of main roads, 720 bridges, and 2,805 public buildings with an estimated expenditure of £410,000. This includes flood damage repairs usually ranging from £50,000 to £100,000 per annum.
- (b) the construction of extraordinary and minor works (roads, buildings, water supplies, etc.,) estimated at £308,000 the greater part of which was carried out during the year.

- (c) Relief works, falling under three heads:—
 i.e. (i) Swamp reclamation in Western Kingston, Portland, St. Mary and St. James.
 (ii) Food production (vegetable farming) and small farmer's training centres at Twickenham and Majesty Pens in Western Kingston.
 (iii) Kingston Foreshore road (3½ miles in length) under construction.
- (d) Civil aviation and Management of the Airports—the laying down of a landing strip at the Montego Bay Airport was completed during the year. (Civil aviation is now under the control of a new Department).
- (e) Surveying of, and advising on, Government and Parochial projects (roads, buildings and water supplies).

GENERAL

An investigation was carried out in 1946 by Mr. C. E. Rooke, C.M.G., into the transport problems of the Colony, including transport by road, rail and sea. Action has already been taken on certain sections of his report and other recommendations which he put forward are under consideration.

CHAPTER 12—LITERATURE, ARTS, ETC.

HISTORICAL RESEARCH

The Institute of Jamaica with its unique West India Reference Library continues to serve as the leading historical centre not only of the Island, but also of the British West Indies. This Reference Library, together with the Colonial Archives at present housed in Spanish Town, constitute a unique depository of books, manuscripts, maps, newspapers and periodicals relating to Jamaica, the West Indies, Central America and West Africa. Recent important additions include a collection of Anti-Slavery pamphlets and letters of Joseph Beldam and the Dawkins Manuscripts. Increasing use is made of the Library both by Jamaicans and by enquiry from abroad.

In addition to the Reference Library, there is a Historical Gallery at the Institute of Jamaica which contains a large variety of archaeological remains, coins, medals, literature, portraits, weapons and other historical objects and exhibits covering the different periods of Jamaican history. Amongst the most interesting of these are early Arawak stone instruments, limestone carvings probably dating from about 1530, the Morgan relics, the famous "shark papers" which recovered from the sharks' maw led to the condemnation of the Brig "Nancy" at Kingston in 1799.

In 1937, the cause of historical research in the West Indies sustained a grave loss in the death of Frank Cundall, late Secretary of the Institute of Jamaica. His death as well as the dislocating effects of the early war years resulted in a diminution of historical work and production for a time, but more recently there have been further advances in historical activity the most noteworthy being the formation in 1943 of a Jamaica Historical Society for the pursuit and encouragement of the objective study of history in Jamaica. The Society, by the promotion of local study groups, regular broadcasts over the Jamaica Broadcasting Station (ZQI) and the publication of a half-yearly organ "The Jamaican Historical Review" endeavours to promulgate a greater interest in the country's folk-lore, history and traditions, particularly amongst its young people; it is now preparing for publication a reprint of Charles Leslie's "History of Jamaica" as well as a collection of broadcasts entitled "Talks on Jamaican History". The Society is assisted in this work by the British Council which provides funds for its publications.

In 1940, a handbook of information containing an account of Jamaican history, entitled, "Jamaica Today" and prepared by Mr. Philip Sherlock, then Secretary of the Institute, was published. In 1946, there was published an illustrated booklet collection of biographical sketches by Mr. Clinton Black of the West India Library, and a "Who's Who in Jamaica", a compendium of biographies, with photographs, of Jamaican personalities, by Mr. L. A. Thoywell Henry, while the same year saw the revival of the Handbook of Jamaica, now compiled by Mr. W. A. Cover of the Colonial Secretariat, which had been discontinued on account of paper shortage during the war.

MUSIC

The Board of Governors of the Institute of Jamaica decided in 1941 to organise Lunch Hour Concerts for people who work in Kingston. The first series of concerts was held in the small Lecture Hall of the Institute's Junior Centre, but their immediate popularity made it necessary for the concerts to be transferred to the Hall of the Museum building which accomodates 300 people.

The concerts were calculated to fulfil a threefold purpose:—

- (1) to give Jamaican audiences an opportunity of hearing and appreciating gramophone records of the recognised masterpieces of the world's music performed by great artists;
- (2) to foster and encourage local talent of merit and to present visiting musicians to the Jamaican public;
- (3) to help build an intelligent listening public.

The concerts have been well attended with an average of about 150 people at recorded concerts and 400 at concerts performed by resident musicians. On many occasions an audience of over 700 people has filled the Institute Hall and Vestibule.

Apart from the Concerts, an officer of the Institute gave regular fortnightly broadcasts on Music calculated to help people in listening, and dealing with the lives of the composers. Talks on music and concerts were also arranged for young people between 10 and 18 years of age—members of the Institute's Junior Centres.

Two Symphony Orchestras, composed of young musicians, augmented in the brass and wood-wind sections by members of the Jamaica Military Band, were actively engaged in the preparation of Symphony Concerts and many concerts were presented during the war years. These orchestras, operating under considerable financial and technical difficulties, have done much to encourage the performance of orchestral music in Jamaica.

The Jamaica Music Teachers Association has done much useful work by organizing Summer Vacation courses for Music Teachers and advanced students, and, as an off-shoot of this Association, an active Music and Youth Club with a membership of about 150 young people has been formed.

LITERATURE

The most notable development in Literature during the War years was the discovery of a group of young writers who sought to capture the spirit of typically Jamaican life in their writings. This resulted in the production of a number of poems, short stories, critical articles and a few plays, which reflect the scenery, customs and characteristics of Jamaicans. Most of these writings were published in the local press and five of the plays merited production at the principal theatre in Kingston. Typical examples of this literature were published in book form under the title "Focus".

Although there are many poems of lyric quality included in the collection, the majority are modern in form. A prominent British author gave the book an appreciative and critical survey and many of the poems have been included in B.B.C. programmes.

The year 1946 saw the publication of a book of poems entitled "First Poems" by George Campbell, perhaps the best of the young Jamaican poets. The book was well received not only in Jamaica but also in the United States of America, and some of the poems were broadcast from the B.B.C.

PAINTING AND SCULPTURE

During the War years a new creative activity in painting became evident in Jamaica, and many new painters were discovered. Sign-painters, barbers and office-messengers produced paintings which showed potential talent, and through the initiative and inspiration of Edna Manley classes were started which took place in the rooms of the Institute of Jamaica.

This school of painters portrays the land and seascape of the country and seeks to interpret the varied aspects of Jamaican life. Through the influence of Art Classes this indigenous art has been greatly encouraged.

With the erection of the Museum building of the Institute of Jamaica, the Board provided for the inclusion of an Art Gallery and, during the years under review, has been able to organize Exhibitions in Arts and Crafts, which have drawn large crowds to the Gallery and done valuable work in developing the artistic appreciation of the community.

Apart from one-man shows by artists of recognized merit, each year an Exhibition of paintings done in the Island is displayed. An Exhibition representative of the work done by local craftsmen, a competitive Exhibition of Art work in schools and an Exhibition of native furniture are organized by the Board of Governors annually.

In 1945, the Board of Governors, in collaboration with the British Council, sent a representative Exhibition of Paintings by West Indians to Canada for Exhibition there, and in the Winter of 1946, an Exhibition of Jamaican Paintings was shown at an Art Gallery in London.

An outstanding event of 1946 was an Exhibition of Art and Craft work by Miss Doris Campbell, who was trained in Scotland. This Exhibition was of a high standard and gave visitors to the Gallery an opportunity of seeing work not only of excellent craftsmanship but of artistic design.

The Board is making plans for the development of an Arts and Crafts Centre in Kingston which will house permanent Exhibitions and provide instruction in the Crafts.

A less degree of development has taken place with regard to Sculpture the outstanding work being that of Edna Manley who was awarded the Musgrave Gold Medal by the Board of Governors of the Institute of Jamaica.

DRAMA

The War years (1939 onwards) have seen a revival in local dramatic activity in Jamaica.

Jamaica has for some time past had a few amateur theatrical groups. During the War Years some of these came back into activity, and several new groups were started. The oldest "open" society is the Jamaica Arts Society—founded in about 1936—and it has produced two locally written plays during this period, Mr. Archie Lindo's "Beneath the Skies" and "White Witch of Rose Hall".

Amongst the new Societies formed were the Jamaica Repertory Company, which produced "Hamlet", "The Barretts of Wimpole Street" and "The Late Christopher Bean" in 1944.

Mr. Frank Waite-Smith produced "The Man Who Came to Dinner" and "You Can't Take It With You". In 1946, Miss Elsie Benjamin formed "The People's Theatre" and produced "One Soja Man".

An important new development has been The Little Theatre Movement started by Mrs. Greta Bourke in 1941 "to raise funds for the establishment of a Little Theatre and generally to foster the development of drama in Jamaica". This Committee has undertaken considerable regular work, and has presented or sponsored seventeen major productions, including the introduction of an annual Pantomime and a wide range of plays—contemporary, local and classical.

A particularly encouraging sign is the growing interest amongst schools and young people in dramatic work. In 1945, the Jamaica Federation of Women and "The Little Theatre Movement" organized

a Drama Scheme for Elementary Schools in the Corporate Area of Kingston and St. Andrew and many schools took part. A Junior Little Theatre Movement was also formed, and there has been a growing interest in the secondary schools.

LIBRARIES

There were many developments in the library facilities of the Institute of Jamaica during the War Years, the most significant being those offered to the youth of Kingston and St. Andrew.

For many years the Institute had a free lending department for juveniles but the facilities were limited both with regard to accommodation and bookstock and quite inadequate to meet the needs of the youth of Kingston. The Board decided to construct a Junior Centre, designed not only to cater for the reading demands of its members but to provide a cultural centre for young people between the ages of 10 and 18 years. The Board made an appeal to the public and a plot of land opposite the Institute was purchased by public subscription.

With the help of Jamaica Welfare Ltd. and the Trustees of the Callaghan Bequest an attractive modern building was erected, furnished and stocked with books. In 1940, the Centre was opened for the enrolment of members and the response justified the action of the Board. As the stock of books was limited only 1,000 members could be taken and these were registered in 14 days. So great was the demand for membership that the Board cabled to England for more books and the register was reopened for membership in October. Over 1,000 children queued in the street to obtain membership but only 600 could be taken and in 1½ days that number was registered. In 1942, the membership was raised to 2,000 and in 1945 the building was extended by a grant from the British Council and the bookstock considerably increased by a grant from Colonial Development and Welfare. The membership now stands at 3,000.

The children have made full and effective use of the library. The reading interests of the younger children is largely Fairy and Adventure stories, and of the older boys and girls historical and romantic novels. The main interests in the non-fiction classes are Literature, The useful Arts, Science, Biography, History, Religion and Bible Stories—the ratio of non-fiction to fiction being 1 in 3 books. In the year ending March, 1946, 40,857 books were issued.

On the upper floor of the Centre is a Lecture Hall and an Art Studio. Here regular series of cultural activities are organized and talks have been given on History, Musical Appreciation, Literature, Science, Psychology, Plays, Citizenship, Choosing a Career; and Debates and cinema shows have been held. The Centre has proved of inestimable value to the underprivileged children of the City and the dominant note is one of quiet, happy, purposeful activity. The relationship between the members and the Staff is of mutual trust and friendliness.

In 1942, a Junior Centre which has a membership of 1,000 young people was opened at Halfway Tree, and plays a similar part in the life of the St. Andrew community as does that in Kingston. Membership of this Junior Centre is at maximum capacity.

Considerable development was made in the General Library of the Institute of Jamaica during the War Years. In 1942, a qualified Librarian from Columbia University was engaged and the Library was re-organized and the Dewey System of Classification and shelving was instituted. This resulted in the more effective and efficient service to the public.

For some years the Board of Governors had advocated the establishment of a Free Library in Kingston and the development of free library services throughout the Island. As a result of the Boards' representation and on the recommendation of the Educational adviser to the Comptroller for Development and Welfare in the West Indies, funds were made available for the visit to Jamaica of an expert librarian to report on a free library scheme for the Island. At the invitation of the Government of Jamaica Miss Nora Bateson, Director of Libraries in Nova Scotia, came to the island in 1944, and remained a year. Miss Bateson made a complete survey of the situation and her report—"A Library Plan for Jamaica" was accepted by Government in a modified form.

The General Library, which charges a subscription of 5/- per year, has a membership of 4,012, and during the past three years an average of 100,000 books have been issued annually. The main interests in non-fiction reading are Biography, History, Literature and Sociology.

Deposited Libraries

The Institute Library seeks to meet the needs of a number of rural centres and associations. From the Junior Centre 108 sets of books have been circulated to Teachers Associations, Elementary Schools and Training Colleges, and from the General Library sets of books are circulated to affiliated societies and welfare centres.

Lectures

Series of lectures of a cultural and educational nature have been given by visiting and resident lecturers in the Institute Lecture Hall.

Natural History

During the latter part of a last century Jamaica boasted a good Natural History Museum--a part of the Institute of Jamaica. After the turn of the century, unfortunately, the Museum was without a qualified Curator and the specimens which were salvaged from the rubble after the earthquake of 1907 were kept under most unfavourable conditions in an unsuitable building.

With the financial assistance and impetus of the Museums Association of Britain and an increased subvention by the Government of Jamaica the Board of Governors launched a programme to re-organize and modernize its Museum by appointing a qualified Curator. Mr. C. Bernard Lewis, B.A., an American Rhodes scholar and a member of the Oxford Expedition to the Cayman Islands in 1938 took up this appointment in September, 1939.

There being no building at the outset the Curator turned his attention to the organizing of a vivarium in the Institute Gardens. Exhibits included crocodiles, pond turtle, hawksbill turtle, manatee, mongoose, yellow snakes, iguanas, agouti, conies, pelicans, doves, pigeons, and parrots.

The New Museum building, one of the finest structures in the Island, was completed in 1941 and since that time the Scientific division has developed from an office with a Curator and Clerical Assistant to a department with a permanent staff of six with two temporary assistants. The Museum serves with steadily increasing efficiency as a clearing house for scientific information, as an agency for natural history propaganda, as a centre for investigation and research and as a depository for scientific data and specimens.

The Science Department occupies the ground floor and the eastern half of the basement of the Museum building. It has plans for expansion to take over the entire building.

The large gallery to the right of the entrance deals with plants and animals; this gallery was opened to the public on July 3, 1945. The exhibits give a comprehensive survey of the Plant and Animal kingdoms using Jamaican examples to illustrate the various groups. The showcases are constructed of local woods and provide an exhibition in themselves. Over 200 different Jamaican grown woods are displayed as panels below the showcases. Apart from the main survey there are special exhibits on seaweeds, ferns, grasses, fungi, palms, seed dispersal, mosquitoes, bird migration and sponges. In preparation is an extensive survey of flowering plants. There are many gaps in the Animal Survey but the Museum from the outset has been extremely handicapped by the lack of essential equipment and collecting facilities. The exhibits of several groups, however, *e.g.*, butterflies, reptiles and marine mollusca, may be considered quite representative.

To the left of the Museum a gallery devoted to geology and allied subjects is being prepared. Here again the educational function of the Museum is being stressed. The exhibits will tell the story of rocks, and earth formations, they will explain the presence and formation of fossils and show their significance. A survey of minerals will give an idea of the characteristics of the most important ores. The geological and mineral surveys will not be confined to Jamaica, which is limited geologically, but they will be world wide in scope and application. Special exhibits of Jamaican rocks, minerals and fossils will be provided in due course. Also in preparation are wall exhibits on erosions, earthquakes, volcanoes, and weather.

Study collections are provided for and are slowly growing. The collections are almost entirely new as the specimens remaining from the old Museum were for the most part adjudged worthless and discarded. As work is required on all groups an arbitrary selection for first attention has been made: amongst the animal kingdom, birds and insects are now receiving special attention. An extensive herbarium is being prepared by a full time assistant. A Science Library is being developed in connection with the Museum; it now contains over 6,000 volumes apart from hundreds of reprints and journals. An exchange of publications with scientific institutions abroad is being built up.

The Museum has published three technical monographs since its reorganization and a fourth is in MS form. These published are:

- Science Bulletin No. 1—The Herpetology of Jamaica by W. G. Lynn and Chapman Grant (1941).
- “ “ “ 2—The Herpetology of the Cayman Islands by Chapman Grant (1941)
- “ “ “ 3—A Guide to the Study of the Dragonflies of Jamaica by F. C. Whitehouse (1943).

In 1945, the Institute published a collection of popularly written articles by members of the Natural History Society under the name “Glimpses of Jamaican Natural History”. A second volume of similar articles is now in Press. These articles present in an understandable fashion authoritative, factual information about the abundant and fascinating wild life of the Island.

The Natural History Society of Jamaica was founded (Jan., 1941) and has been developed with the stimulus and facilities of the Science Museum. The Society makes the Museum its headquarters. A mimeographed journal “Natural History Notes” is produced bi-monthly at the Museum. Among the activities of the Society have been the arranging of field trips to various parts of the Island and a summer camp of 2 weeks duration in the heart of the Blue Mtns.

Also the Society has sponsored series of radio talks on natural history subjects over the local station.

The Matley Natural History Competition is supervised annually by the Museum. This Competition was founded by Dr. C. A. Matley, Government Geologist for Jamaica 1924-26, who left a sum of money, the income from which has been used for awards in the Competition.

In March, 1944, a special exhibit was set up in the Museum entrance showing the antagonistic action of certain higher bacteria (*Actinomyces*) to the Panama Disease fungus. The experimental research on which the exhibit was based was the work of Mr. Clifford H. Meredith of Highgate. The display included penicillium, aspergillum and other chemical producing fungi which are under study in Britain and America and promise to be the source of the most powerful anti-bacterial substances yet discovered by science.

The Museum made a great effort to prevent the impending extinction of the Jamaican Iguana, *Cyclura collei*. During 1943, every effort was made to establish a sanctuary in the form of a mongoose-proof enclosure on Great Goat Island, but Government found it impractical to expend during war-time the comparatively large sum necessary for installing such a sanctuary. Efforts to induce captive specimens to breed have been unsuccessful and the last example in captivity died toward the end of 1946. It is believed that the species is now on the very point of extinction.

A Wild Life Advisory Committee was appointed by Government in 1940. This Committee revised the Wild Life Protection Law. There is now a standing Government Committee to advise on wild life protection.

A number of important discoveries of aboriginal remains have been made during the war years. These have included deposits with human remains in the Portland Point area, carvings along the Milk River—Alligator Pond Road, and village sites at White Marl, Red Hills and Tower Hill. Undoubtedly the most important discovery was that of a burial cave at Cambridge Hill in March, 1944. Preliminary investigations suggest that the cave was used as a tomb over a period of many years, probably several hundred years. The remains of 30 to 40 persons have been found. The cave, really a large fissure in the limestone, has been considerably deranged by earthquake but nevertheless at least 15 pots in good condition have been recovered and others can be pieced together. A splendid collection of human bones has been obtained—many of the bones and especially the skulls, are in very good condition. The material accumulated by the Museum from these recent discoveries will form the basis of several reports and articles.

PART III

CHAPTER 1—GEOGRAPHY AND CLIMATE

The island of Jamaica is situated in the Caribbean Sea between 17°43' and 18°32' N. Lat., and 76°11' and 78°20' 50'' W. long, about 4,120 miles to the south-west of England, 100 miles west of Haiti, 90 miles south of Cuba, 445 miles north of Carthage, and 540 miles from Colon.

The greatest length of Jamaica is 148 miles and its greatest width is 52 miles while its least width (from Kingston to Annotto Bay) is 22½ miles; its area is 4,411 square miles or 2,823,174 acres.

The Turks and Caicos Islands and the Cayman Islands are Dependencies of Jamaica. The Turks and Caicos Islands, with a population of 6,148, lie between 21° and 22° North and between 71° and 72° 50' West, about 450 miles to the north-east of Jamaica; they comprise several small islands and cays, the largest of which is about 10 square miles in area, and six of which are inhabited. The Cayman Islands, with a population of 6,762, which comprise three islands, namely, Grand Cayman, Little Cayman and Cayman Brac, are situated between 19° and 20° North and 79° 83' and 81° 30' West, about 120 miles north-west of Jamaica; the largest, Grand Cayman, is about 90 square miles in area.

The island of Jamaica is divided into three counties and fourteen parishes namely:—

COUNTY OF SURREY		COUNTY OF MIDDLESEX		COUNTY OF CORNWALL	
Parish	Square Miles	Parish	Square Miles	Parish	Square Miles
Kingston and Port Royal ..	10.10	St. Catherine	483.27	St. Elizabeth	474.44
St. Andrew ..	181.3	St. Mary ..	254.04	Trelawny ..	352.55
St. Thomas ..	300.17	Clarendon ..	467.89	St. James ..	240.61
Portland ..	328.53	St. Ann ..	481.05	Hanover ..	177.08
Totals ..	820.1	Manchester ..	339.79	Westmoreland	320.39
			2,026.04		1,565.07
				Grand Total	4,411.21

The geological formation of the Island consists of igneous rocks overlaid by several distinct formations. These include white and yellow limestone; carbonaceous shales; metamorphosed, porphyritic, granite and conglomerate rocks and alluvial deposits.

The surface of the Island is mountainous; of the total area of 4,411 square miles only about 891 square miles (or 570,635 acres) are flat, consisting of alluvium, marl and swamps. The highest peak of the Blue Mountain range in the centre of the Island, is 7,402 feet above sea level. There are twenty-six other principal peaks or spurs ranging in height from 1,500 to 6,000 feet.

The Island also possesses many rivers and springs, the majority of which rise in the central mountain area ranging from east to west of the island, and flow northward or southward to the coast. The chief of these are the Black River (44 miles long), the Rio Minho, the Rio Cobre, the White River, the Plantain Garden River and the Rio Grande. Most of these rivers, however, have a rapid fall and only a few are navigable. There are also several mineral springs, the best known of which are the radio-active waters of Milk River Spring in Clarendon and the sulphur springs at Bath in the parish of St. Thomas.

The largest and most important of the many harbours is at Kingston, the capital, one of the finest natural harbours in the world. This harbour has a total area of some sixteen square miles, of which some seven square miles have a depth of from seven to ten fathoms.

The average annual rainfall is about 77 inches, ranging from about 30 inches in the extreme mid-south to over 100 inches in the north-east. The temperature ranges from 80° to 86° at the sea coast to 40° to 45° in the highest mountain resorts.

CHAPTER 2—HISTORY

In prehistoric times Jamaica was inhabited by a people of Amerindian stock called the Arawaks. They appear to have been a mild and inoffensive people of a very primitive way of life who fell an easy prey, in the other West Indian Islands to the Caribs, and in Jamaica, after the discovery of the Island by Columbus in 1494, to the Spaniards. It is clear from the Spanish records that they had exterminated the Arawaks completely by the middle of the seventeenth century.

The Spanish occupation of Jamaica lasted for over a century and a half and yet there is little more evidence of the Spaniards in Jamaica today than of the Arawaks whom they destroyed and supplanted. There are many Spanish place-names (such as Santa Cruz and Savanna-la-Mar) but there are no remains of buildings of any consequence other than the beautiful but fragmentary sculptures which have survived from the ancient capital of Nueva Sevilla, abandoned in 1534. When the riches of Mexico and Peru were opened up by the conquistadores, the Spaniards flocked to the mainland from the island Colonies. Jamaica, in fact, became little more than a supply base for expeditions to the mainland of America and the population which had never been very great dwindled to an insignificant and impoverished community (principally engaged in rearing cattle and pigs) which offered little resistance to the English invasion under Admiral Penn and General Venables in 1655.

With this date the modern history of the Jamaican people may be said to begin. The last attempt to recover the island for Spain collapsed and the last remnant of the Spaniards left Jamaica from Runaway Bay in 1660. The Spaniards had imported slaves from Africa most of whom they took with them when they left Jamaica but a small number remained in the mountains of the interior and formed the nucleus of the Maroons.

Of the present Jamaican community, however, the founders and pioneers were the colonists who came from England, Wales and Scotland and Ireland and settled in the Island in the seventeenth century. They came as settlers, making homes for themselves in a new and undeveloped country. They brought with them their religion, their language, architecture, culture and customs, and their systems of central and local government, of roads and of public services, and thus laid the foundation of the political and social structure of Jamaican life.

There was a brief period of military government but as soon as colonists had settled in Jamaica in considerable numbers this temporary administration was superseded by a form of government, based upon the commission and instructions issued by Charles II in 1661 and 1662, consisting of a Governor appointed by the Crown acting with the advice of a nominated Council, and a legislature of Governor, Council and representative Assembly. In 1663, it was decided "to cause an Assembly of thirty freeholders to be fairly chosen in the several quarters of the Island" and this Assembly first met in 1664. From the beginning, this Assembly regarded itself as the equivalent in Jamaica of the House of Commons in England. The early history of the Constitution in Jamaica is concerned, to a very large extent, with a three-cornered struggle between Governor, Council and Assembly. The Assembly was engaged in a dispute with the home Government for the first 65 years of its existence over the question of revenue. It was finally agreed in the Revenue Act of 1729 (which has been called the Magna Charta of Jamaica) that, in return for a permanent annual grant of £8,000 to the Imperial Government from the Assembly, it

should be enacted that "all such laws and statutes of England as have been at any time esteemed, introduced, used, accepted or received as laws of this Island, shall and are hereby declared to be and continue laws of His Majesty's Island of Jamaica for ever".

This constitution of the King (represented by the Governor) an Upper and a Lower House, modelled as closely as possible upon the English Parliament, lasted, with slight modifications, for two centuries.

The system evolved by the Tudor monarchs in England, by which the Church and the local Magistrates carried out the work of local Government and many of the functions which would now be classed as social services was transplanted bodily to Jamaica. Parishes were established both as ecclesiastical and civil units. The Vestry, as in England, served both as a Church Committee and a parish parliament. The system of local government which provided for the maintenance of the Church and the poor was laid down in the Act of 1681. Public workhouses and gaols were established early and provision was made for public health, roads, postal services, the preservation of order, public safety and protection from fire. No state system of education existed in the early days but 218 legacies for the Church, the poor and for education were left between 1667 and 1736 and many of the existing secondary schools are founded on the benevolence of early colonists.

There were two conflicting economic policies in West Indian Colonisation in the seventeenth century. In the earliest days the Colonists (like those in the mainland colonies of Virginia and New England) had relatively small holdings which they worked with the labour of their own families and servants brought with them or imported from England. They grew tobacco, cocoa, indigo, and, to a small extent, sugar. From about the year 1640, however, settlers in Barbados and other islands began to see the possibilities of large scale sugar production. This movement fundamentally altered the nature of English Colonisation in the West Indies and changed the whole structure of society and the balance of population. Jamaica was colonised at the period when this change was taking place and it soon became clear that, instead of having a numerous European population of small holders, Jamaica was to become a country of large sugar estates employing African slave-labour in large numbers with a small and diminishing European population.

Shortly after the English conquest, Jewish refugees from Spain and Portugal came to settle in Jamaica where they were free from persecution. They soon established themselves as an important element in the population, particularly in the towns where they engaged in trade.

The colonists and the slaves constituted entirely distinct social groups, separated not so much by race as by the rigid economic structure of an artificial society. It is this unnatural dualism in Jamaican social development in the past which prevented the people from being in any true sense a real community before 1838 and which furnishes the key to many of the evils and anomalies of Jamaican history.

England was a late comer in the African slave trade in which the first European nation to engage was Portugal. By 1713, however, the monopoly had passed to Britain and thousands of slaves were brought to the West Indies from Africa during the eighteenth century. A large number came from the Gold Coast and most of the few African words surviving in Jamaican speech and most of the folk-lore are of Ashanti origin. The two main streams in Jamaica culture derive

from the British Isles and from the West Coast of Africa and Jamaican music which often combines English tunes with an African rhythm provides a good example of the blend which has taken place.

Slave ownership was governed by Slave Laws. At first these were principally concerned with protecting the interest of the owner but they gradually evolved until, in the period which immediately preceded Emancipation, the protection of the interests of the slaves had been given greater emphasis.

The motive power for the abolition of slavery had its origin in England and was part of a general humanitarian movement. As a result of the efforts of such men as Granville Sharp, Clarkson, Wilberforce, Pitt, Burke and Fox, the slave trade was abolished in 1807 and, finally, slavery itself was abolished on August 1st, 1834, by an act passed by Parliament the previous year. After four years of apprenticeship, complete freedom was declared on August 1st, 1838. As has been suggested above, the history of the Jamaican community, in its fullest sense, may be said to have begun at that date.

The years which followed Emancipation were of vital importance in the integration of the Jamaican social structure. Unfortunately, the House of Assembly gave little or no lead or help in this process. No group of men did more to help the Jamaican people at this critical time than the missionaries of the non-conformist churches. They built chapels and schools and taught the people and their children and they helped the newly-freed peasantry to settle on the land by buying estates and cutting them up into lots of suitable size. As a result, the estate ceased to be the main social unit and the population started to reform itself into new communities in new settlements. This process was made easier owing to the temporary collapse of the sugar industry which had been the great staple in Jamaica during the eighteenth century. This collapse had been brought about by various causes. Perhaps the most important was the loss of the artificial labour supply through the abolition of slavery and the resultant competition of "slave grown" sugar. Another was the introduction of Free Trade in Great Britain in 1846 which meant the end, for the time being, of preferential treatment in the British market. The situation was also affected by the evils of absentee proprietorship.

Although the immediate effects of these causes were largely beneficial to the peasantry of Jamaica, the ultimate effect, coupled with the dislocation of trade resulting from the American Civil War in the sixties of the nineteenth century was to bring about a period of acute economic depression. The resultant unrest found an outlet in riots in the parish of St. Thomas in 1865 which were put down with severity by Edward John Eyre, the Governor at that date.

In January, 1866, the House of Assembly, which had voted its own abolition, sat for the last time after a history of over two hundred years. A form of Crown Colony Government took the place of the old constitution and the Parish Vestires were superseded by Municipal Boards which in turn gave way to Parochial Boards. These constitutional changes made possible a number of important reforms which were initiated by Sir John Peter Grant and succeeding Governors. An Island Medical Department and a Government Medical Service were established, an Island Constabulary was organized and a Public Works Department was set up. A scheme for the supervision and inspection of elementary schools was drawn up and embodied in the Regulations of 1867 which form the basis of the educational system of the Island. The Jamaica Schools Commission was created in 1879 and the Board of Education in 1892; the Institute of Jamaica for the encouragement of literature, science and art was founded in 1879.

Poor relief was put on a new basis by the Law of 1886. The country was developed by the opening up of new roads and the extension of the railway. Towards the end of the nineteenth century the banana trade brought new prosperity to Jamaica and by 1937, nearly 27 million stems were being exported annually, while with the renewal of the preference system, the sugar industry revived.

As a result of the shortage of labour in the years following Emancipation, encouragement was given to the immigration of small numbers of Irish, German and free African labourers. A more successful measure, was the introduction of indentured labourers from India. Many of these settled permanently in Jamaica and there was later a limited immigration of Chinese who became shopkeepers, principally in the country districts, and Syrians who established themselves as merchants in the towns.

In 1907, occurred the worst earthquake in the history of Jamaica since that of 1692 which had destroyed Port Royal. Kingston was largely destroyed and some 800 people were killed. The rapid restoration of order and of normal life generally was largely due to the character and administrative genius of Enos Nuttall, Archbishop of the West Indies.

A rapid increase in population and the disastrous onslaught of diseases upon banana cultivations were amongst the various causes which brought about another period of economic depression causing unrest which culminated in riots in 1938. A local Commission of investigation was soon followed by the appointment of the West India Royal Commission under the Chairmanship of Lord Moyne.

The establishment of Jamaica Welfare in 1937, has been the principal event in the recent history of social welfare but many other important developments in the sphere of the social and cultural life took place in the year or two preceding the war.

A new tendency became apparent to combine for common ends, and this led, in the political field, to the formation of parties, in the economic field to the development of co-operatives, and in the industrial field to the formation of trade unions. At the same time the tempo and complexity of political and economic life increased and coincided with a new realization of the responsibilities and opportunities of the people and of the need to tackle the problems of the future as a single community.

CHAPTER 3—ADMINISTRATION

CONSTITUTION

In 1944, Jamaica was granted a new Constitution which allows a much wider measure of self Government. The Constitution then existing which was a modified form of Crown Government—the Colony was administered by the Governor with the advice of a Privy Council (all officials or nominees of the Governor) and with the aid of a legislative Council presided over by the Governor and in which there was a majority of official members and nominees of the Governor—was replaced by one in which there are four principal Bodies, one of which, the Executive Council, containing an equal number of official and elected members, is the principal instrument of policy. The House of Representatives is wholly elected.

These four bodies are:—

- The Privy Council
- The Executive Council
- The Legislative Council
- The House of Representatives

The new Constitution which was brought into effect on the 20th of November, 1944, by His Majesty's Order in Council of the 27th of October, 1944, "The Jamaica (Constitution) Order in Council, 1944", and supported by new Letters Patent and Instructions to the Governor, which also took effect from the same date, provides as follows:—

PRIVY COUNCIL

This Council consists of the Colonial Secretary, the Officer Commanding the Troops (if not below the rank of Lieutenant Colonel) the Attorney General, the Financial Secretary and Treasurer, and two Nominated Members, who must be persons not holding office of emolument under the Crown and who vacate their seats at the end of three years.

The functions of this Council are to advise the Governor in relation to the exercise of the Royal Prerogative (i.e., in the remission of sentences of death or imprisonment), and the discipline of the Civil Service.

EXECUTIVE COUNCIL

This Council consists of the Governor as Chairman, three Official Members (the Colonial Secretary, the Attorney General and the Financial Secretary and Treasurer), two Nominated Members, (who must be Members of the Legislative Council, but must not hold office of emolument under the Crown, and who are nominated by the Governor) and five elected members (who shall be Members of the House of Representatives, elected to the Council by the House). The Governor has a casting but not an original vote.

This Council is the principal instrument of policy, and also prepares the Annual Estimates of Revenue and Expenditure and all Supplementary Estimates of Expenditure before their introduction into the House of Representatives. In the formulation of policy and in the execution of all other authorities and powers conferred upon him, except those conferred by Articles 10, 11 and 12 of the Letters Patent, the Governor is required to consult with the Executive Council, (save in certain events specified in Clause 13 of the Instructions) and act in accordance with the Council's advice.

Although not provided for in the Constitution the various subjects which form the work of the several Government Departments, have been divided into five main groups as indicated below and each of the five Elected Members of the Executive Council, who are now designated Ministers, has been assigned one of these groups and is responsible in the House for matters affecting the Government Departments which deal with the subjects assigned to him:—

1. Finance and General Purposes
2. Communications
3. Agriculture, Lands and Commerce
4. Education
5. Social Welfare

The Council has appointed a Committee of the Council known as the Estimates Committee, which considers all financial matters coming before the Council and reports to the Council thereon. The Committee is under the Chairmanship of the Financial Secretary and Treasurer.

LEGISLATIVE COUNCIL

This Council consists of 3 ex-officio Members (The Colonial Secretary, the Attorney General and the Financial Secretary and Treasurer), not more than 2 Official Members (who must be persons holding office of emolument under the Crown) and not less than 10 Unofficial Members nominated by the Governor (who must not hold any office of emolument under the Crown). The Council elects one of its Members (who must be one of the Unofficial Members, who is not a Member of the Executive Council) to be its President.

The functions of this Council are, in the main, the consideration of legislation passed by the House of Representatives. Save in certain exceptional cases where the Governor with the consent of the Executive Council and the Secretary of State may exercise an over-riding power (section 47 of the Order-in-Council) all Bills must be passed by the Legislative Council before they can become Law.

HOUSE OF REPRESENTATIVES

The House of Representatives consists of 32 Members, one from each of the 32 constituencies into which the Island is divided. Election is for a period of five years, on the basis of adult suffrage.

The House elects a Speaker from among its Members, and five members to serve as Elected Members of the Executive Council, who are designated Ministers. The House has in general all the powers given by the existing Laws to the previous legislative Council. Save in certain exceptional cases where the Governor, with the consent of the Executive Council and the Secretary of State, may exercise an over-riding power (section 47 of the Order-in-Council) all Bills must be passed by the House of Representatives and the Legislative Council before they can become Law. The Annual Estimates of Expenditure and Supplementary Estimates of the Colony are also subject to the approval of the House. Any question may be debated in the House, but no Bills, which is certified by the Speaker to be a money measure, or intended to implement the policy of Government, may be introduced without the approval of Executive Council.

In accordance with the arrangement indicated previously, five standing Committees of the House have been appointed one to advise on each of the five groups of subjects referred to in that paragraph, *i.e.*

Finance and General Purposes
Communications
Agriculture, Lands and Commerce
Education
Social Welfare

The Chairman of these Committees, none of whom may be Ministers, form in turn a Joint Committee for the control of the internal affairs and business of the House. There is also a Standing Finance Committee of the House, consisting of all members, to consider financial matters.

Meetings of the Privy and Executive Councils are held at King's House or in the Secretariat, and a Secretariat officer serves as Clerk to both of these bodies. Meetings of the House of Representatives and Legislative Council are held at Headquarters House, and these bodies which sit at different times, are served by the same Clerk who is legally qualified and is assisted by a Deputy Clerk and necessary subordinate staff.

JUDICIAL ORGANIZATION

Justice is administered by three principal Courts, *i.e.*, the Supreme Court, the Resident Magistrates Courts, and the Courts of Petty Session, the functions of which are given in Chapter 9.

The Supreme Court consists of the Chief Justice and three Puisne Judges—who sit individually in Chambers, on Circuit or in a body of three as a Court of Appeal. The staff of the Court consists of a Registrar, Deputy Registrar and 24 others.

Resident Magistrates Courts

There are eighteen Resident Magistrates who must be legally qualified, four of whom are assigned for duty in the parish of Kingston, two in the parish of St. Andrew and one in each of the remaining parishes except in Port Royal. Each parish possesses a Head Station with a Clerk of Courts and staff and (except Kingston) district Stations suitably distributed, at which courts are held regularly. The Resident Magistrates are for Departmental purposes under the control of the Chief Justice.

Petty Sessions Courts which are held for the purpose of hearing minor offences are presided over by the Custos and Justices of the Peace of the parish concerned, in accordance with a planned roster. These Courts are staffed by the Clerks or Deputy Clerks of the Resident Magistrates Courts in the parish who advise the Justices on the legal aspect of cases coming before them.

Custodes and Justices

In addition to Petty Session duties, the Custodes and Justices have certain judicial and quasi-judicial duties to perform, *e.g.*, the commitment of arrested persons to prison, the granting of bail, attestation of agreements, discharges, etc., while the Custos, whose duties are equivalent to those of a Custos Rotulorum in the United Kingdom is responsible to a great extent for the maintenance of law and order in his parish. There is a Custos and fifty to sixty Justices of the Peace in each parish.

ADMINISTRATIVE ORGANIZATION

The official work of the Colony is carried out through some 38 Government Departments under the control of the Governor as exercised through the Secretariat, the latter being the centre of administration and serving both as a clearing house for advice and information as well as a means of relaying and executing Government decisions as made by the Governor, the Governor in Privy Council and the Governor in Executive Council.

The Governor's staff consists of a Private Secretary and A.D.C. while the Secretariat is comprised of the Colonial Secretary, Deputy Colonial Secretary, Secretary for Development, 6 Assistant Secretaries or officers of equivalent rank, and 74 others. The more important Heads of Departments are:—

The Attorney General

“ Financial Secretary and Treasurer

“ Director of Education

“ Director of Public Works

“ Director of Medical Services

“ Director of Agriculture

“ Commissioner of Lands

“ General Manager, Jamaica Govt. Railway

“ Commissioner of Commerce and Industries

“ Collector General

“ Commissioner of Police

“ Postmaster General

“ Crown Solicitor

“ Auditor General

“ Labour Adviser

THE DEPENDENCIES

The administration of the two Dependencies, namely, The Turks and Caicos Islands and The Cayman Islands, which are situated to the north-east and north-west of the Colony, respectively, is carried on by a Commissioner in each, under the control of the Governor. The Commissioners are each assisted by some six Heads of Departments and other staff. Annual Reports covering the dependencies are issued separately.

LOCAL GOVERNMENT

The Island is divided into 15 parishes two of which, namely, Kingston, which is also the capital city, and St. Andrew, are amalgamated for local Government purposes under a corporate body known as The Kingston and St. Andrew Corporation, with a Mayor and Council; local affairs in the other parishes are administered by Parochial Boards, one in each parish.

The Council of the Kingston and St. Andrew Corporation, consists of the Mayor and eighteen others, of which eight, namely, the Custodes and Members of the House of Representatives for the two parishes, are ex-officio, eight are elected and two are co-opted Aldermen. A Parochial Board consists of from twelve to eighteen members, of which the Custos and the Members of the House of Representatives, are ex-officio, and the remainder are elected. These bodies are elected every three years, but owing to the war no general elections have been held since 1937.

In 1943, Mr. L. C. Hill, C.B.E., General Secretary of the National Association of Local Government officers, visited Jamaica for the purpose of making recommendations for the reform of its local Government and administration. His report recommended elections on the basis of adult suffrage, as in the case of elections to the House of Representatives, and the necessary legislation having now been passed, Elections on that basis will be held shortly. Another of Mr. Hill's recommendations, that is, for the creation of a separate Division of the Secretariat to deal with Local Government affairs, was put into effect in late 1946—the establishment of this Division which consists of an Assistant Secretary and eight others, has already resulted in a marked improvement in the handling of local Government affairs in the Secretariat, and in the relations between Central Government and Local Government Bodies.

The Kingston and St. Andrew Corporation and the Parochial Boards, are responsible for the administration of all Local Government matters, the most important of which are the maintenance of water supplies (except in the Corporate Area where this is under the control of a separate body, the Water Commission), municipal and parochial roads, public health and sanitation, markets and the administration (under the guidance of the Board of Supervision) of poor relief. Control of these bodies, financial and otherwise, is however exercised by Central Government through the Secretariat, their annual budgets, the expenditure of their funds and decisions on all large issues being subject to the approval of the Governor, the Executive Council and/or the House of Representatives as prescribed by the various Laws.

The revenue of these bodies which is derived from local rates and taxes, is supplemented by assistance grants from Government.

The remaining recommendations in Mr. Hill's report are to be considered with the newly elected Council of the Kingston and St. Andrew Corporation and the Parochial Boards after the forthcoming local government elections.

CHAPTER 4—WEIGHTS AND MEASURES

The Imperial weights and measures are in use in the Colony.

CHAPTER 5—NEWSPAPERS AND PERIODICALS

Publication	When published	Address
The Daily Gleaner ..	Daily	148 Harbour St., Kingston
The Daily Express	Daily	3 Hanover St., Kingston
Public Opinion ..	Weekly	67 Slipe Road, Cross Roads
Catholic Opinion ..	"	9 Emerald Road, Kingston
Jamaica Times ..	"	4-8 Temple Lane, Kingston
Masses ..	"	64 Church St., Kingston
Jamaica ..	"	15 East St., Kingston
Jamaica Worker ..	"	98 Duke St., Kingston
Jamaica Gazette ..	"	Govt. Printing Office, Kingston
Spotlight ..	Monthly	95 Harbour St., Kingston
Welfare Reporter ..	"	74½ Hanover St., Kingston
Jamaica Arise ..	"	67 Slipe Road, Cross Roads P.O.
West Indian Review	Quarterly	15 East St., Kingston
Press and Public ..	Annual	1A Duke St., Kingston

CHAPTER 6—BIBLIOGRAPHY

The Bibliography of Jamaica may be classified under the following twelve main heads:—

1. General History
2. Aspects of Jamaica History:
 - (a) Slavery
 - (b) Maroons
 - (c) Military History
 - (d) Church History
3. Descriptive Accounts
4. Biography
5. Medicine and Hygiene
6. Education
7. Poetry and Fiction
8. Sociology and Folk-lore
9. Works of Reference
10. Natural History
11. Climate
12. Agriculture

General History —

A new History of Jamaica: From the earliest accounts to the taking of Porto Bello, by Vice Admiral Vernon, by Charles Leslie; London, 1740. In the form of thirteen letters "from a Gentleman to his Friend;" London, 1740.

The History of Jamaica, by Edward Long, 3 volumes; London, 1774. Containing maps and copper plate illustrations. A general survey of the ancient and modern state of the island.

The Annals of Jamaica, by the Rev. George Wilson Bridges, 2 volumes; London 1828. The object of the undertaking, writes the author, was "to exhibit a valuable possession of the British Crown in its true light."

A History of Jamaica, from its discovery by Christopher Columbus to the present time, by the Rev. William James Gardner; London, 1873. Including an account of its trade and agriculture and a narrative of the progress of religion and education in the island.

The History, Civil and Commercial, of the British Colonies in the West Indies, by Bryan Edwards, 5 volumes; London, 1819.

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Emancipation and Apprenticeship in the British West Indies by W. L. Burn; London, 1937.

(b) **Maroons:**

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The Maroons of Jamaica, by Joseph J. Williams, S.J., Chestnut Hill, Mass., 1938. Anthropological Series of the Boston College Graduate School; Vol. 111, No. IV. Serial No. 12.

(c) **Military History:**

Jamaica's part in the Great War, by Frank Cundall; London, 1925. Illustrated.

(d) **Church History:**

A short sketch of the History of the Church of England in Jamaica, by the Rev. J(ohn) B. Ellis, M.A., Kingston, Ja. 1891.

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A Record of the Jews in Jamaica from the English Conquest to the present time, by Jacob A. P. M. Andrade; Kingston, Ja., 1941. Illustrated.

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1927—2nd Edition, F. Cundall and Izett Anderson	4	0
Governors of Jamaica in the 17th Century		
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1937		9
The Aborigines of Jamaica		
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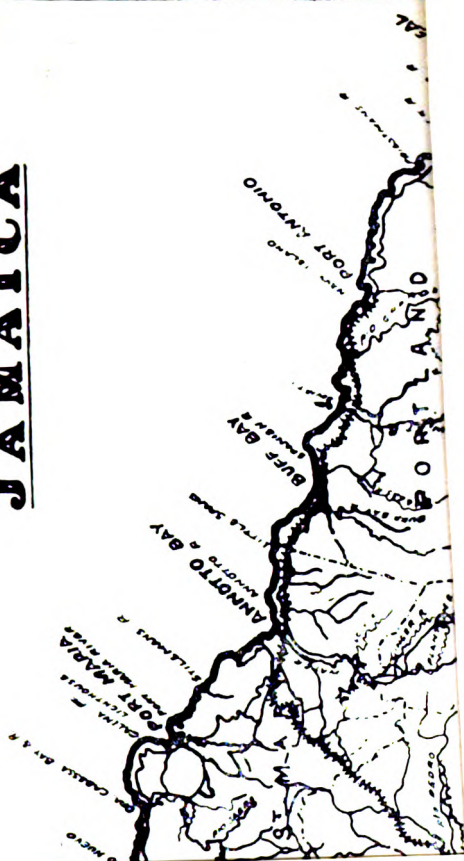
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JAMAICA



PART IV

Review of the Period 1940-1945

I The Effect of the War—

The years which have intervened between the publication of the last annual report on the Colony of Jamaica (1939) and the present one have been of momentous importance in its history. They saw the struggle of the Allied nations against Germany, Italy and Japan culminate in overwhelming victory, the introduction of a new Constitution, the first General Election under Universal Suffrage, the beginnings of a long term programme of social welfare and economic development, marked variations in the flow of commerce, several devastating storms and hurricanes and, in common with most of the world, generally unsettled conditions.

In the earlier phases of the war, Jamaica's position, 4,000 miles away from Europe and off the main trade routes between the Americas and England, gave a sense of security and remoteness. True, her banana trade was reduced to small proportions but the British Government guaranteed to pay for twelve million stems at 3/- per bunch, leaving the fruit in Jamaica for home consumption. Inevitably too, with the drain on shipping and the development of the submarine campaign, sea communications between Jamaica and the United Kingdom became difficult and imports of food and other materials hard to obtain. It therefore became necessary to attempt to increase local production of foodstuffs such as corn, peas and beans. Trade controls were instituted but so far as major crops, such as sugar, were concerned, the entire exportable output was purchased by Great Britain.

At this period, the only call on man-power for overseas service was in respect of the Royal Air Force and skilled mechanics for munition factories. Local Forces assisted the Garrison troops in the defence of the Island and supplied guards for vulnerable points while the Jamaica Volunteer Training Corps—subsequently the Home Guard—was formed.

When the military situation in 1940 necessitated the evacuation of the civilian population of Gibraltar, many of them were transferred to Jamaica where they were housed in a special camp until the end of the war.

A new situation was created by the entry of the United States into the war after the attack on Pearl Harbour in December, 1941. Jamaica's strategic importance owing to its proximity to the Panama Canal had already been recognised by the lease to the United States of America of bases in Jamaica and there was a considerable influx of American personnel in connection with their construction and operation.

A vigorous enemy submarine campaign in Caribbean waters resulted in an increased scarcity of shipping and it became a matter of urgent concern to Government to keep the population supplied with essential commodities. There were immediate scarcities of gasoline, kerosene, rice, flour and salt fish. Rationing was resorted to in the case of the former and a system of Government controlled distribution for the others.

Every effort was made to increase local food production to offset the reduction in imported foodstuffs and the cost of certain commodities was kept down by means of subsidies, largely paid by the British Government.

Jamaica was garrisoned throughout the war by Canadian troops and, in 1944, the 1st Caribbean Regiment, to which Jamaica contributed a substantial share of personnel, went overseas. Others also served abroad in the various services, the most numerous being ground crews of the Royal Air Force, mainly recruited in the later stages of the war.

Although isolated from actual participation in hostilities, the people of Jamaica contributed generously to the war effort in money, personnel and supplies.

II *Political*—

The years immediately preceding the war had seen a mounting political tension throughout the West Indies which, coupled with unemployment and labour unrest, had culminated in disturbances and riots. These conditions had become particularly grave in Jamaica where political consciousness was marked and where, for the first time, a political party had emerged which urged, as a main plank in its platform, a greater measure of self-government.

A Royal Commission, under the Chairmanship of Lord Moyne, visited Jamaica in 1938. Its report, published later, recommended constitutional changes. The outbreak of war momentarily halted political advance but the question of a new constitution soon became a very live issue. The first proposals of the Secretary of State for a new and more liberal Constitution were rejected by the Legislature in August, 1941 and there was much difficulty in reconciling the different views on the subject held within the island. Eventually finality was reached and a new Constitution, giving the Colony a very large measure of self-government, was agreed upon. The old Legislative Council was formally dissolved on the 18th of November, 1944 and the Proclamation and Letters Patent granting the new Constitution were publicly read by the Governor, Sir John Huggins, K.C.M.G., M.C., at Queen Victoria's statue on 20th November.

The new Constitution provided for a House of Representatives entirely elected on the basis of Universal Suffrage with its own Speaker and a nominated Legislative Council with limited powers. The main functions of the old Privy Council were in future to be performed by an Executive Council as the main instrument of policy of which five of the members were to be chosen by the House of Representatives.

The first General Election held in January of 1945 resulted in a heavy majority for the Labour Party, under the leadership of Mr. W. A. Bustamante over the People's National Party. No other parties secured representation, though several Independents were returned. The Secretary of State for the Colonies (Colonel the Right Honourable Oliver Stanley, P.C., M.P.) was present at the joint opening of both Houses of the legislature at the first session under the new Constitution.

III *Development and Welfare*—

The recommendations of the Royal Commission of 1938 were not allowed to remain dormant in spite of the war. The appointment of Sir Frank Stockdale as Comptroller for Development and Welfare with a staff of Advisers provided expert assistance and funds for development and welfare scheme were provided under the Act of 1940.

The Comptroller with his staff of Advisers spent five months in Jamaica in 1941 making a comprehensive study of Island conditions. During this period plans were made for progress in the spheres of Social Welfare, Health, Education, Agriculture and Public Works. It was unfortunate that these plans had to be made at a time when the war conditions placed so many obstacles in the way of their fulfilment. Most of them depended to a greater or lesser degree upon

materials and personnel which had to be imported from abroad and both of which were in short supply. In some cases these difficulties proved insurmountable but substantial advance was made in many directions.

It soon became evident in Jamaica as elsewhere that the funds provided under the 1940 Act were inadequate to achieve the aims which were so obviously desirable and, under the Act of 1945, an allocation of six and a half million pounds was made to Jamaica to assist in a development programme covering a further ten-year period.

The provision of considerable sums with definite objectives in view has undoubtedly helped Jamaica through a very difficult period. Much of the preliminary period was necessarily occupied with investigation, reports and planning, but the results of all this work should become increasingly evident.

The diversity of works and other undertakings, begun during this period, indicates an impressive contribution toward the economic and social progress of the country. They include extended land settlement, agricultural credits, marketing facilities, housing, water supplies, hospitals, swamp reclamation, school buildings, free school books and materials, roads, harbours, civil aviation, improvements to prisons and a long list of miscellaneous social services.

The appointment of a Secretary for Social Welfare Services and the holding of a series of Courses in Jamaica for the training of Welfare Officers and Workers have helped to ensure direction to the many voluntary efforts in the social field which are fortunately so active in Jamaica today.

IV *Labour*

Perhaps the most pressing problem with which the Government has had to deal in recent years is that of the employment of labour. Jamaica is an agricultural country with few industries. It has a rapidly increasing population and a large proportion of unskilled workers. The vast majority are employed on the production of crops either for home consumption or for export. Their wages depend on the prices which these commodities can command either at home or abroad. Further, tropical agriculture is subject to hazards of hurricanes, floods, and droughts. Before the war most of the major crop exports had to find sale in a highly competitive market and the production of sugar, one of the chief occupations, was restricted by world quotas.

The war affected this situation diversely. The removal of quotas from and the increased demand for sugar gave an impetus to that major avenue of employment. The drastic reduction of food imports necessitated increased local production of food crops and the higher prices which they command provided more remunerative employment on the land. The banana trade which before the war had become one of the major sources of employment was seriously affected. Exports to Britain entirely ceased and this with the general disappearance of shipping meant serious unemployment in the ports. Moreover the production of bananas had become greatly reduced owing to the incidence of Panama and Leaf Spot Diseases.

On the other hand, the war opened up opportunities for major works which for a time absorbed large numbers of men. The construction of the American bases, the Gibraltar Camp, the Air Port at the Palisadoes and the Mona Reservoir were some of these. Perhaps more important in its effect upon the labour market was the demand for men to go abroad. Apart from recruitment for the Forces, thousands of men were sent to work on the Panama Canal and later as Agricultural workers in the United States of America. The result of this form of emigration, though temporary, was definitely

beneficial. It not only reduced the pressure on the local labour market but brought large sums of foreign money into the country. These factors together with the various works under the Development and Welfare Acts, a steady increase in the number of Land Settlements and the provision of Relief Works, while they did not entirely solve the problem of unemployment, reduced it to less serious proportions.

The fact that Labour constituted a major concern of Government was recognised by the establishment of a Labour Department. After a period of early development during the months of June, 1939, to March, 1940, the Labour Department assumed full responsibility for advising the Government on all Labour questions arising in the island. Its functions included Industrial Relations, Investigation and Conciliation, the compilation of statistics, Factory inspection, the regulation of Minimum Wages, Relief Work measures and the establishment of an Employment Bureau in Kingston.

The advent of organised Trade Unions had materially affected the Labour scene. Eventually these fell into two major groups with different political affiliations. The one, affiliated to the Trades Union Congress, was associated with the People's National Party and the other, the Bustamante Trades Union, with the Labour Party. In the struggle for higher wages and better labour conditions, resort to the strike weapon was fairly frequent, and the resources of the conciliation services of the new Labour Department were often severely taxed. In many cases the Unions succeeded in securing their demands, in whole or in part, and wages showed a decided advance over the period. This applied not only to manual but also to clerical workers.

The position of all ranks in the Government service as well as that of teachers was improved by the regrading of salaries effective from the 1st of April 1943 and the award of a war bonus to the lower categories helped to offset the rise in the cost of living.

V Miscellaneous

The preceding sections have given a brief overall picture of the main events in the history of Jamaica during the years 1940 to 1945. The picture would however be incomplete without reference to a few other outstanding matters and events.

Some idea of the change which has occurred during this short period may be gained from the fact that the Colony's expenditure has more than doubled, rising from less than three and a half million pounds in 1940-41 to more than seven and a half million pounds in 1945-46. The Public Debt has increased during this time by some two million pounds. This increase represents to a large extent expenditure on improved public services.

As has been indicated, these improvements have been carried out amid the strains and stresses of war, radical political changes and social upheavals. To these difficulties was added a disastrous hurricane in 1944 which nearly ruined the coconut industry, devastated cultivations and destroyed many homes, schools and public buildings. Then, as in so many other instances during the war years, the Colony was assisted in its difficulties by substantial loans and grants by the British Government.

One permanent asset, Jamaica received as a result of the war, namely a Broadcasting Station. Although only an amateur transmitting station in a private house, it served first as a means of contact between the Government and the people from the early days of the war and, in spite of its inevitable limitations, has now become a popular medium of news, instruction and entertainment.

As a first step in the improvement of Education, a major long-range programme of school building was begun and free school material distributed. Secondary education was overhauled and a far-reaching plan for the reorganisation of Post-Primary education was drawn up. Much of the work done in the educational field during this period was less spectacular but improvements were effected in many directions.

The shortcomings of Agriculture, as generally practised in Jamaica, were considered by an Agricultural Policy Committee, while the organisation of agricultural industries progressed and Producers' Associations covering most of the major crops were formed. The Sugar Industry was the subject of special research and enquiry, and the improvement of livestock of active measures. The reafforestation of the island has been begun and planting of young trees was carried out in extensive areas.

The adverse economic conditions which the war involved had its repercussions on the health of the people but there is nevertheless much progress to record. Among these, the erection of hospitals, the establishment of a Public Health Training Station, the treatment of Venereal disease and the provision of Maternal and Child Welfare Clinics are specially noteworthy. Progress in slum clearance and housing schemes was limited by shortage of materials.

During the war, as sea traffic became less and less, the importance of Air communications was apparent and, with the end of the war, Jamaica's favourable position in relation to certain world air routes became evident. More immediately important perhaps was the realisation that air travel opened up new and extensive avenues for an increased tourist trade, particularly in relation to the United States and Canada.

The cessation of the banana trade deprived Jamaica Welfare Ltd. of its revenue but its activities were considered to be of such importance and value to the island that it was supplied with new funds under the Colonial Development and Welfare act. Steps were taken by the local legislature to ensure a greater measure of Government control. During the war the British Council came into the Colonial field and it has begun to make a very valuable contribution to various cultural activities in co-operation with the Institute of Jamaica.

The volume of legislation passed both before and after the advent of the new Constitution was considerable. It included such important measures as The Factories Law (1940), The Masters and Servants Amendment Law (1940), The Land Acquisition Law (1940) The Dock Workers Law (1941) The Children's Homes Law (1941), The Rent Restriction Law (1941), The Poor Relief Amendment Law (1942), The Representation of the People Law (1944), The Prisons Law (1945) and The Agricultural Small Holdings Law (1945). It will be observed that most of these laws are concerned with social legislation.

Another indication of the widening spheres of Government concern is to be found in the number of new Departments which originated during this period. The new Department of Commerce and Industries was established in 1943 to meet the increasing demands for trade and marketing services which developed as a result of the establishment of the Marketing Department in 1939. In the same year the Forest Department, which had hitherto been a section of the Department of Science and Agriculture, was reorganised and set up as a separate Department in order to facilitate the execution of the enlarged programme which had been embarked upon. In August, 1945, an Immigration Department was set up which combined the duties of the

Immigration and Aliens Branch of the Police Department with those of the Passport and Permit Office. From the outbreak of war, until some time after the termination of hostilities, an Information Office was set up to carry out in Jamaica the functions (except censorship) which were assigned to the Ministry of Information. Reference has already been made to the establishment of the Labour Department in 1939-40. The Central Bureau of Statistics which began operations in November, 1945 is responsible *inter alia* for the compilation of Trade statistics and of Census taking. War conditions necessitated the establishment of various special Boards dealing with such matters as Finance, Fuel and Power, Transport, etc.

There were few phases of the life and work of the island which were not the subject of enquiry and study during this period and the end of the war finds the Government with a very heavy agenda arising from the proposals contained in the numerous reports which have emerged therefrom.

APPENDIX I

The principal means employed for announcing Government policy, apart from legislative proposals which are referred to the Legislature in the form of Bills, is by Messages from the Governor to the House of Representatives and to the Legislative Council, which set out proposals approved by the Executive Council for consideration of the House and the Council. The text of some of the principal Messages referred to the House of Representatives during 1946 is set out in this Appendix.

No. 57

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to the draft Ten-Year Plan of Development for Jamaica which was laid on the Table of the House of Representatives in January, 1946.

2. It was then made clear that due time would be given for public discussion prior to consideration of the Plan by the Legislature. The Plan has rightly aroused widespread interest and public comment and criticism will be taken into account when the Plan is reviewed and revised.

3. The next step is to refer the Plan to the Legislature for general discussion and I have the honour to request that the Plan should now be considered by the House at the earliest opportunity.

4. When the general conclusions of the Legislature are known action must proceed without delay in four stages:—

- (a) The Plan must be reviewed in the light of the discussions in the Legislature prior to its further consideration with the Colonial Office and the Comptroller for Development and Welfare in the West Indies;
- (b) Supplementary development estimates must be prepared for submission to the House showing the works which it is proposed to start in the first year and the methods by which they are to be financed;
- (c) A schedule must be prepared for submission to the House showing the works to be financed by loan;
- (d) Preparation of applications for assistance under the Colonial Development and Welfare Act within the allocation of £6,500,000 will proceed, the applications being referred to the House for approval before final submission to the Secretary of State and the Comptroller.

5. A Resolution will be moved requesting that the House should approve the Plan, subject to any changes which may be considered necessary, as a basis for the preparation of:—

- (a) annual estimates,
- (b) a loan schedule, and
- (c) applications for assistance under the Colonial Development and Welfare Act.

J. HUGGINS,
Governor

King's House, Jamaica,
11th February, 1946.

No. 59

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives.

I have the honour to inform you that in the course of the current financial year the Corporation has on several occasions made application to the Government for funds to carry out municipal works, in addition to those for which provision was made in the Estimates of the Corporation, in order to provide additional employment in the Corporate Area. Before consideration was given to these requests, the Corporation was required to show that the works proposed were necessary and would be of permanent value.

2. During the year the Corporation has been authorised to carry out the works set out in the attached schedule up to a total cost of £47,936 from funds provided by the Government. It was first thought that sufficient funds might be available to meet this expenditure from the provision of £140,000 for Relief Works under Sub-head 6 of Head 42 of the Estimates for 1945-46, but it now appears that savings under that Sub-head will not be sufficient for this purpose, and it is recommended that approval should be given for a grant to the Corporation to cover the whole cost of the work undertaken. I have the honour to ask, therefore, that a Resolution be passed by the House approving a free grant to the Corporation of the amount of £47,936.

J. HUGGINS,
Governor

King's House, Jamaica,
15th February, 1946.

No. 71

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to seek your approval of certain advances which, after consultation with the Executive Council, I have authorised to be made from the Treasury to the Agricultural Credit Fund.

2. In this connection, I would invite reference to section 47(1) (a) of the Agricultural Loan Societies Law, 1944, (Law 28 of 1944) which authorised the setting up of an Agricultural Credit Revolving Fund, and to Message No. 59 of the 19th of October, 1944, addressed to the former Legislative Council, a copy of which is attached.

3. The Fund was established on the 1st of March, 1944, from monies available under the Colonial Development and Welfare Act, 1940, with the object of providing a self-replenishing source of agricultural credit for the small farmer, while releasing the Treasury balances which had hitherto remained immobilised in advances to the Agricultural Loan Societies. The amount of £240,000 has been obtained from the United Kingdom as an interest-free loan in the first instance, but the terms of repayment will be reviewed at the end of five years.

4. In the procedure to be followed in the operation of the Fund, machinery exists for the review and re-distribution from time to time of the various allocations of the amount in the Fund as the need for loans of a particular type increases or decreases, or as loans are repaid.

5. Since the Fund was established, it has become apparent that variations of the allocations made would not meet the Island's requirements of farm credit through Government channels, and it has been found necessary to augment the Fund. On the first occasion a direct grant of £15,000 was made by supplementary vote from General Revenue in the budget for the financial year 1944-45. The following further increases have been authorised:—

- (a) £30,000 in April, 1945, for general purposes and food production loans;
- (b) £30,000 in October, 1945 for general purposes loans, including the purchase of cattle, and for office accommodation and farmers' housing loans;
- (c) £35,000 in May, 1946, for food production and general purposes loans.

Owing to the world food crisis, it was necessary to provide additional funds for food production loans and £25,000 of the amount referred to at (c) above has been allocated for this purpose.

6. The total advances amount to a sum of £95,000, and with this increase the Fund will stand at £350,000. The present allocation of this amount is set out hereunder:—

(i) for the promotion of general agricultural or pastoral activities—section 9 (1) (a) of the Law	£160,000
(ii) for office accommodation and equipment—section 9 (1) (b) of the Law	8,000
(iii) for rehabilitation of agricultural activities after a calamity—section 9 (1) (c) of the Law	30,000
(iv) for rehabilitation of houses after a calamity—section 9 (1) (b) of the Law	5,500
(v) for purchase of land and resettlement after a calamity—section 9 (1) (e) of the Law	—
(vi) for construction, etc., of farmers' cottages and farm buildings—section 9 (1) (f) of the Law	22,000
(vii) for other purposes—section 9 (1) (g) of the Law—	
Food Production	114,500
Student Farmers	10,000
	<hr/>
	£350,000

7. The intention is that all amounts advanced should become permanent increases to the Fund. No question of reimbursing the vote of £15,000 from General Revenue arises, but provision is being made in the Ten Year Plan to raise funds for the purposes of Agricultural Credit, and it is proposed that the Treasury advances should be retired from the amounts so raised later in the current year.

8. I shall be glad to have your approval of the advances totalling £95,000 which have been made to the Agricultural Credit Fund, and for the amounts to be retired from any funds raised for Agricultural Credit under the Ten-Year Plan.

J. HUGGINS,
Governor.

King's House, Jamaica,
4th June, 1946.

No. 3

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to inform you that the Government has considered the question of assistance to be given to settlers on Government land settlements to enable them to build and repair houses and thus to encourage them to establish themselves more securely on their holdings. In order to achieve this object it is recommended that the following proposals should be accepted.

I.—*Funds*

It is proposed that an allocation should be made to the Commissioner of Lands from the total sum set aside for "Housing Schemes" and "Owner-Occupiers' Housing" under the Ten Year Plan of Development, to cover that part of the cost of settlers' houses which will be met (whether by loan or subsidy) from public funds, allocations for successive years being decided when the Annual Budgets are prepared.

II.—*Administration*

(A). The Commissioner of Lands will be responsible for the administration of the funds placed at his disposal for this purpose and in particular for:—

- (i) decision as to a settler's eligibility for assistance;
- (ii) the issuing of all loans; and
- (iii) all necessary arrangements with the settler.

(B). In special cases—*e.g.*, village settlements where the housing of land settlers is bound up with the re-housing of the inhabitants of adjacent townships—it may be convenient for the Central Housing Authority to carry out the building for the settlers by arrangement with the Commissioner of Lands.

(C). Free supervision and technical advice will be provided by the Central Housing Authority, even where building operations are conducted under the responsibility of the Commissioner of Lands.

III.—*Loans*

The following arrangements will be incorporated in the proposed Rules:—

- (i) Loans for new houses will be graded according to the value of a settler's holding up to a maximum of £200.
- (ii) Loans will be repayable in 25 years.
- (iii) An initial deposit equivalent to 50% of the subsidy given will be required from the settlers.
- (iv) Repayment of a loan for a new house will begin nine months after the receipt by the borrower of the first instalment of the loan.
- (v) Loans for improvements will be repayable in shorter periods according to the amount of each loan and at the discretion of the Commissioner of Lands.
- (vi) All loans will bear interest at 1% per annum above the rate at which funds are obtained by the Government. Such interest will not be credited to the Land Settlement Fund but will either be brought to account in a Suspense Account or credited into General Revenue.

- (vii) Interest will be calculated half-yearly, on the capital balance outstanding from time to time.
- (viii) If all instalments are met promptly on the due dates the amount of the half-yearly interest payment shall remain the same throughout the currency of the loan, i.e., 1/50 of the total interest which would be payable in 25 years.

IV.—*Instalments*

- (i) The amount of each instalment should be clearly stated in the final Agreement between the Commissioner of Lands and the settler so that the settler's total obligation for land and house may be clear to him from the the outset.
- (ii) Repayments in respect of housing will be collected from the settler *pari passu* with his repayment for land purchase—see paragraph V below.
- (iii) All payments by settlers will be applied first towards interest and then towards capital. If at the end of 25 years the capital due has not been discharged in full, further interest at the rate then prevailing will be payable on the amount outstanding.
- (iv) A settler will be permitted to pay off his loan at any time without charge in respect of interest due beyond the half-yearly instalments already paid.

V.—*Agreements*

- (i) A settler to whom a loan for housing is granted will sign a Provisional Agreement for the repayment of the loan and for replacement of his existing Land Purchase Agreement by a new Agreement when construction or improvement of the house is completed. This Provisional Agreement must be completed before the first instalment is made.

Upon completion of the house (or improvements) the settler will sign a new Agreement for the re-payment of the housing loan and land purchase monies together.

- (ii) A settler who has already received his Title to his land when a housing loan is granted to him will be required to deliver that Title to the Commissioner of Lands who will retain it until the housing loan has been repaid.

VI.—*Forfeiture*

The whole holding—land and dwelling—will be liable to forfeiture in the event of serious default in payment either for house or land, subject to compensation for permanent improvements to the land made by the settler and to fair compensation for the house.

VII.—*Subsidies*

A subsidy not exceeding 33½% of the total estimated cost of a new building or 25% of the estimated cost of improvements (up to a maximum of £60 for an old building) will be granted.

2. The House is requested to approve the amendment of the Land Settlement Rules in accordance with the policy proposed in this Message.

J. HUGGINS,
Governor.

King's House, Jamaica,
12th June, 1946.

No. 7

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to place before you for your consideration the proposal that a system of acquiring land for public purposes by means of Land Bonds on the Irish model should be adopted in Jamaica. This system of land purchase by Bonds was recommended by the Land Policy Co-ordinating Committee, after giving full consideration to the United Kingdom's Irish Free State Land Purchase (Land Guarantee) Act 1924, and the series of Eire Land and Land Bond Acts passed between the years 1923 and 1939.

2. The Agricultural Policy Committee, which was invited in June of 1944 to consider the Co-ordinating Committee's recommendations in this matter, endorsed the proposal to utilise the Bonds both in its main report and again in its special report on Land Settlement.

3. After consultation with the Executive Council, I recommend for your approval that the system be adopted and the necessary legislation enacted to give effect thereto, but with certain fundamental modifications to which your attention is invited below. (A copy of the Co-ordinating Committee's memorandum is annexed to this Message and the references are to paragraphs therein).

(a) *The scope of the system (paragraph 3):*

I recommend that the use of the Bonds should not be confined to land settlements only, but should be extended to the acquisition of any land intended for eventual resale and where, therefore, the purchase money will eventually be repaid to Government.

(b) *The acceptance of payment in Bonds (paragraph 6):*

It is proposed that the scheme for the purchase of properties by Land Bonds shall be on a voluntary basis, so that the reactions to that scheme may be tested before any further step is considered. That is to say, a landowner will not be required compulsorily to accept any part of the payment in Land Bonds for land sold by him to the Government for any purpose whether the land is sold as the result of negotiation or is compulsorily acquired by the Government.

(c) *The period within which the issue of the Bonds should be completed, and the maximum amount of Bonds to be issued in the specified period (paragraphs 4 and 5):*

The limit which I recommend is £750,000 of Bonds—£500,000 for land settlement purposes and £250,000 for other land acquisition. A Bond issue of £500,000 together with the allocation of £800,000 which has been made in the Ten-Year Plan, will make a total sum of £1,300,000 available in the next ten years for the purchase and development of land settlement properties.

(d) *The terms of the Bond Issue (paragraph 10):*

The currency of thirty years is accepted but I recommend that the annual drawings for redemption of the Bonds should not commence sooner than ten years from the date of issue, and should take place at five-year intervals only, each drawing to be carried out not less than six months prior to the date on which Government's option to redeem is exercised.

(e) *Regulations (paragraph 11):*

It is proposed that the Treasurer's power to make regulations governing the issue, redemption and management of the Bonds should be subject to approval by the Governor in Executive Council.

(f) *Provisions regarding the encumbered land and the surrender of lands for death duties and taxes (paragraphs 7 and 8):*

The Committee's proposals under these heads are not recommended for your acceptance.

4. The Minister for Agriculture will, in due course, move a Resolution proposing the adoption of the Land Bond system as described in the memorandum by the Land Policy Co-ordinating Committee, with the modifications set out in this Message, and seeking authority to proceed with the introduction of the necessary legislation to create a Bond issue of £750,000 in the next seven years, and generally give effect to the system.

J. HUGGINS,
Governor.

King's House, Jamaica,
20th July, 1946.

No. 8

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to the Motion passed by the House of Representatives on the 17th of July expressing the opinion that the Governor in Executive Council should appoint a Board to advise the Executive Council on "such settlement as it thinks fit" regarding "the state of affairs on the waterfront and in industrial and sanitary centres in Kingston".

2. Before setting out certain factors to be taken into account in considering this proposal, I wish to take this opportunity to inform you of the attitude and action which Government has adopted since stoppages of work occurred at Kingston Port on the 17th of June.

3. The first object was to achieve, if possible, a full resumption of work with the least possible delay and persistent efforts were made in consultation with the Shipping Association and the Bustamante Industrial Trade Union to secure this aim. These efforts having been unsuccessful a letter was addressed to the Shipping Association and to the Union on my direction on the 7th of July in which the Association and the Union were informed that it was considered essential that everything possible should be done to achieve a comprehensive agreement between all concerned for the efficient and speedy loading and unloading of ships and for the establishment of working conditions on a permanent and satisfactory basis.

It was stated in that letter that in my opinion the situation called for a review of the whole position regarding employment in the Kingston Port in order that the interests of all concerned should be effectively protected, that interruptions in the working of ships should, as far as possible, be eliminated, and that fair conditions of work for port workers should be secured.

With these objects in view it was suggested to the Association and to the Union that discussion should take place immediately to draw up as quickly as possible a comprehensive scheme for the future operation of the port, with special reference to the employment of labour. It was, moreover, suggested that in these discussions the objects to be pursued should be:—

- (i) an improvement in the system of the registration and method of engagement of port workers;
- (ii) a fair distribution of work amongst all registered port workers;
- (iii) prevention of theft on the wharves;
- (iv) a system of negotiation of disputes in order to prevent strikes or lockouts without notice;
- (v) a scheme to ensure the regular contribution of Union dues by port workers to the Union which they wish to join.

4. The Association and the Union raised no objection to negotiation on the basis proposed but there remained the difficulty of reaching agreement on the division of work amongst port workers pending completion of the comprehensive agreement for the future operation of the port, which, it was recognised, must take some time to complete.

At the request of Government representatives of the Association and the Union met on the 12th of July to attempt to reach agreement on the question of the interim agreement but negotiations broke down and have not since been renewed.

Against the background of previous events, it is necessary to bear in mind the following factors in relation to the proposal to set up a Board:—

- (a) the functions of a Board of Enquiry are usually to ascertain the facts in a dispute as a first step towards reaching a settlement;
- (b) the facts relating to the dispute between the Shipping Association and the Bustamante Industrial Trade Union are well known and it is not considered that a Board would be able to ascertain information which is not already available;
- (c) there is no legal power to enforce the recommendations of a Board and it is not considered that legislative action can or should be taken to impose a settlement;
- (d) it is considered that the appointment of a Board (the selection of the membership of which would clearly present difficulties) might delay the conclusion of an early interim agreement covering the period while a new comprehensive system for the future operation of the port is being worked out;
- (e) the preparation of such a comprehensive agreement would require specialised knowledge of shipping practice and labour conditions at the Kingston Port which an independent Board could not be expected to possess.

I am very much in sympathy with the view that the Government must do everything possible to facilitate a full and fair settlement, but I am convinced that no settlement can be achieved without the agreement of all concerned. The way to achieve that agreement is by direct negotiation between all concerned and I trust that the House of Representatives will agree that the course which Government should pursue

is to continue its policy of seeking by every possible means to encourage and assist such direct negotiation. The Government is at all times ready to offer its assistance to the parties concerned and will endeavour to meet any request which is put forward by those parties which may facilitate direct negotiations both with regard to an interim agreement covering the division of work at the port and with regard to a long term scheme for the better operation of the port in the future. Without agreement of all concerned on both these issues a satisfactory and lasting settlement cannot be achieved.

J. HUGGINS,
Governor.

King's House, Jamaica,
23rd July, 1946.

No. 9

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of elections to the Parochial Boards and the Council of the Kingston and St. Andrew Corporation and to inform you that it is proposed to hold new elections as soon as possible on the basis of full adult suffrage.

2. It is now necessary to draft legislation for your consideration amending the Parochial Boards Law and the Kingston and St. Andrew Corporation Law, and to make various administrative preparations which must take several months to complete. In order that these preliminary arrangements may be made along lines which the House of Representatives approve I propose to set out in this Message recommendations on the principal questions at issue in order that they may be debated in the House as early as possible. When conclusions have been reached on these main questions the legislative and administrative work connected with preparations for the elections can proceed without delay.

3. It should be explained that these questions have been referred to a special meeting of the Parochial Boards Association, and the views of the Association have been given full weight, but the recommendations which I shall now set out differ in several important respects from the proposals put forward by the Association, which did not favour adult suffrage for local government elections nor any change in the existing Parochial constituencies. (Copies of the record of discussion at a special meeting of the Parochial Boards Association have been separately distributed to members of the House).

4. The main questions for decision were considered in the Executive Council and with the advice of that Council I make the following recommendations:—

- (a) That for the purpose of the forthcoming elections there should be no change in parish boundaries, other than the inclusion of Port Royal in the Kingston and St. Andrew Corporate Area.
- (b) That the polling areas as fixed for the 1944 elections to the House of Representatives should be retained except that the new areas should be based on an average of 500 voters and not on an average of 250 voters as was provided in the elections for the House of Representatives (this will involve some amalgamation of polling areas).

- (c) That the constituencies for the new elections should be single-member constituencies. This will mean that each constituency will elect one member only and that each parish will be divided into a number of constituencies equal to the number of elected members of the Board. (It should be explained that the alternative proposal of retaining the existing Parochial constituencies which each elect a number of members, was carefully considered but it is thought that under adult suffrage the system of single member constituencies will be better understood and more likely to lead to true representation of the wishes of the electors).
 - (d) That the present numbers of members of the Boards and of the Kingston and St. Andrew Corporation Council should be retained subject to any minor changes recommended by the Boards.
 - (e) That candidates should be required to be resident in the parish in which they seek election; their names should appear in one of the Voters' Lists in that parish; they should be required to make a deposit of £5 to be forfeited if they fail to obtain one-eighth of the total votes cast.
 - (f) That Custodes and Members of the House of Representatives should remain *ex-officio* members of the Council of the Corporation and Parochial Boards.
 - (g) That the newly elected Council of the Kingston and St. Andrew Corporation should not be required to nominate aldermen, but that the question whether the system of aldermen should be retained and, if so, in what form, should be postponed for discussion with the new Council.
 - (h) That the voters lists for the 1944 elections to the House of Representatives should be used for these elections, after due revision, but that a fresh enumeration of voters should be made in urban areas where there is evidence that any considerable change of population has taken place since the 1944 elections to the House of Representatives.
5. A Resolution will be moved by the Minister for Finance and General Purposes as soon as possible seeking your sanction for legislative and administrative action to proceed in accordance with the recommendations set out in this Message.

J. HUGGINS,
Governor.

King's House, Jamaica,
26th July, 1946.

No. 14

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to the report submitted last year by Miss Nora Bateson setting out a plan for the establishment of a public library service in Jamaica and to inform you that this plan has been examined in consultation with the British Council.

2. It is considered that the provision of an efficient and modern library service covering the whole Island is an object which should command the widest support. It will be recognised that such a service, if soundly planned and administered, will be in no sense a luxury but rather an essential part of sound educational policy. It should meet the needs of all areas and classes in the Island and should particularly provide books suitable for children leaving school, for the agricultural community, and for those requiring practical and technical guidance. Without such a library service the value of much of the heavy expenditure to be incurred on other educational advance will be lost. The few public libraries which already exist in the Island, particularly the library at the Junior Centre of the Jamaica Institute, have already proved the eager public response which is given to the opportunities which a library service can offer, and provide evidence that there is a keen desire amongst all sections of the population to supplement the teaching available in the schools with further education by private reading. An efficient Island-wide library service is moreover considered to be a first and essential step in the development of an effective system of adult education by which the population of Jamaica can become better informed and better able to work for the progress and development of the Island.

3. It was considered, however, that the cost of the scheme advocated by Miss Bateson, which was estimated at nearly £150,000 in the first seven years with recurrent expenditure of about £32,000 a year thereafter, was beyond the capacity of the Jamaica Government to meet. The calls on all available funds for other development and welfare schemes, particularly in agriculture, primary and secondary education, housing and water supplies, are at present so heavy that it was not considered possible to provide from Jamaica funds so large an amount as £240,000 over a period of ten years for a library service, and an attempt has therefore been made to work out a modified scheme on the lines proposed by Miss Bateson but at lower cost.

4. At the same time discussions have gone forward with the British Council, and the Council has now reported that it is prepared to contribute £70,000 to be spread over a number of years to be devoted towards the recurrent costs of a public library scheme in Jamaica. The Council is, moreover, prepared to assist in the administration of the libraries and to select skilled librarians who would both inaugurate the scheme and train Jamaican staff to administer the scheme in the future. This offer is made by the British Council on the condition that the Jamaica Government will itself make a substantial contribution and undertake to maintain the public library service in the future on a permanent basis.

5. The whole question has been reviewed by Government in the light of the generous offer by the British Council, and I now recommend:

- (a) that it should be accepted as a matter of Government policy that an Island-wide library service should be established;
- (b) that the offer of the British Council to contribute £70,000 over a period of years should be accepted;
- (c) that the Jamaica Government should undertake to provide funds at the rate of not less than £10,000 a year for the next ten years for this purpose;
- (d) that the Jamaica Government should also undertake to maintain the public library service on a permanent basis in the future.

6. If these proposals are accepted it is recommended that the funds to be allocated by the Jamaica Government should be devoted in the first place to the building of a central public library in Kingston (estimated to cost not less than £25,000) and then to build branch libraries (estimated to cost approximately £3,000 each) or to extend existing library buildings in all the Parishes. While this building programme is proceeding the contributions offered by the British Council would be used to meet the cost of purchase of books, payment of the salaries and training of library staff, and expenses of administration.

7. If these proposals are accepted by the House, provision for expenditure by the Jamaica Government of £100,000 during the next ten years will be made in the Ten Year Plan and immediate arrangements will be made for recruitment of staff and purchase of a first supply of books. I also recommend that the House should authorise an immediate advance against the Ten Year Plan estimates of £5,000 to cover preparation of plans and estimates and purchase of materials for the proposed new central library in Kingston.

These proposals are put to the House in advance of the finally revised draft of the Ten Year Plan as it is necessary to make a very early reply to the offer made by the British Council. A Resolution will therefore be moved in the near future seeking the approval of the House for the proposals set out in this Message.

J. HUGGINS,
Governor

King's House,
Jamaica, B.W.I.
20th August, 1946

No. 24

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to the statement which I made at the opening of the Legislature on the 9th of July last that recommendations would be made to you for improving the increments of Government employees in the lowest grade, and that further proposals for increasing the pay of casual labour and Government employees in the lowest grade would be put before you.

2. After a full review of existing wage rates the Government has decided that it is necessary to grant wage increases to all Government-employed labour in the lowest wage scale, whether employed on daily or weekly rates of pay or on task work.

3. It has accordingly been decided to recommend for your approval that the following increases should be made at once:—

- (a) The minimum wage for male weekly paid employees which is now 22/6 a week plus war bonus (total 30/-) should be increased to 25/- plus war bonus (total 33/4).

- (b) The minimum wage for female weekly paid employees which is now 14/- a week plus war bonus (total 18/8) should be increased to 16/- plus war bonus (total 21/4).
- (c) The minimum wage for male daily paid employees which is now 3/9 a day plus war bonus (total 5/-) should be increased to 4/6 plus war bonus (total 6/-).
- (d) The minimum wage for female daily paid employees which is now 2/4 a day plus war bonus (total 3/1) should be increased to 3/- plus war bonus (total 4/-).
- (e) That all task rates paid to Government employed unskilled labour should be increased by 20%.
- (f) That the minimum annual incremental rate of all whole time Government employees whether employed on a weekly or daily basis should be increased from 2/6 a week to 5/- a week for male employees, and from 2/- a week to 4/- a week for female employees.

4. It is impossible to arrive at an accurate estimate of the expenditure necessary to cover the total cost of carrying out these recommendations as this will, of course, depend on the amount of work to be carried out by Government Departments in the future. On the basis of work carried out last year it is approximately estimated that over a full year the increased cost of giving effect to the proposals would be £154,000, but this amount will, of course, be increased as additional works included in the Ten Year Plan are put in hand.

5. In considering these proposals the Government has had to take into account not only the present state of the Colony's financial resources, but also a number of other factors, amongst the most important of which are:—

- (a) that money has to be found for a rapidly expanding programme of works of general benefit to the population, (particularly agricultural, educational and health schemes including land settlement, housing and water supplies);
- (b) that minimum Government rates of wages are already higher than wages paid by many private employers;
- (c) that any increase in minimum wages above the level now proposed would necessitate a review and adjustment of other salary scales.

Taking all these considerations into account, the conclusion has been reached that in present circumstances it is not possible to justify increases in wage rates greater than those provided in the recommendations set out in this Message.

6. It is recommended that the proposed increases in wages of daily paid employees and the increase in task rates should be effective as from the beginning of the first pay period following approval of the recommendations set out in this Message. The proposed changes in wage rates of weekly paid employees will require the approval of the Secretary of State for the Colonies and, subject to his approval, it is recommended that the increase in weekly rates of wages should be effective from the 1st of April, 1946.

7. A Resolution will be moved in the House accordingly at the earliest opportunity.

J. HUGGINS,
Governor.

King's House, Jamaica,
4th September, 1946.

No. 25

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to place before you recommendations for improvement in the conditions of service of the Jamaica Constabulary.

2. In March this year I appointed a Committee under the Chairmanship of Mr. C. R. Campbell, C.B.E., "to enquire into and make recommendations regarding the conditions of service of the Jamaica Constabulary". The Committee carried out its task, in consultation with the Commissioner of Police and representatives of the Police Federation, with thoroughness and expedition and its report which was submitted on the 16th of May, has been laid on the Table of the House. The report has been fully considered by the Government and the conclusions reached are set out in the following proposals which I commend for your approval.

3. In the first place, it has been decided to recommend a substantial increase in the pay of all non-commissioned ranks of the Force on a basis of an equal increase for all ranks concerned. The increase recommended is one shilling and sixpence a day for all ranks from recruit to Sergeant inclusive. For Sergeants Major it is proposed to introduce a new rate of £325 a year (which will include good conduct pay) and for Staff Sergeants Major a new rate of £400 a year (which is the initial rate payable to Sub-Inspectors).

4. It is proposed that the existing system of good conduct pay should be retained. In addition it is proposed to retain the washing allowance for all ranks from recruit to Staff Sergeant Major and to fix the rate at 6d. a day (at present it varies from 3½d. to 5d. a day).

5. The following increases in allowances are recommended:—

House allowance

The present rates are as follows:—

	Corporate Area and certain other towns	Country Divisions
Staff Sergeants Major and Sergeants Major	£4 10/-	£3 10/-
Sergeants	2 10/-	2 10/-
Corporals	2	2
Other Ranks	1 10/-	1 10/-

It is proposed that there should in future be three rates as follows (to be reviewed every three years):—

	Corporate Area	Parish capitals	Other areas
Staff Sergeants Major and Sergeants Major	£6	£5	£4
Sergeants	4 10/-	3 15/-	3
Corporals	3 10/-	3	2 10/-
Other Ranks	2 10/-	2 5/-	2
Unmarried Detectives	1 10/-	1 10/-	1 10/-

Forage Allowance

At present £3 15/- a month is paid to Staff Sergeants Major and Sergeants Major and £3 a month to other ranks. It is proposed that the new rate shall be £4 10/- a month payable to members of all ranks who are required to keep horses.

Subsistence Allowance

The present rates are:—

	In Division	Out of Division
Staff Sergeants Major and Sergeants Major ..	5/- a night	8/- a night
Sergeant ..	3/- "	5/- "
Corporal ..	2/6 "	4/- "
Other ranks ..	2/6 "	4/- "

The following new rates (payable within or outside the Division) are recommended:—

Staff Sergeants Major and Sergeants Major ..	15/- a night
Sergeants ..	12/- a night
Corporals ..	10/- a night
Other Ranks ..	10/- a night

Plain Clothes Allowance

It is proposed that the existing rates of £10 a year and £6 a year should be increased to £12 10/- a year and £7 10/- a year respectively.

Uniform Allowance

At present Staff Sergeants Major draw a uniform allowance of £20 a year and Sergeants Major draw uniform instead. It is proposed that Sergeants Major should draw uniform allowance in future instead of uniform and that the allowance for both ranks should be £25 a year.

Special Service Pay

It is proposed that special service pay at the present rates should continue to be paid to men now attached or to be attached in future to the Criminal Investigation Department. Otherwise special service pay should be limited to those men already receiving such pay (in accordance with the recommendation in paragraph 13 (2) of the Committee's report).

Allowances payable on temporary transfer

It is proposed that a married man temporarily transferred should be paid subsistence allowance at full rates for 14 days and thereafter at half rates for one month. A single man should receive subsistence allowance at full rates for 7 days.

Payment of allowances during leave

In future house allowance, washing allowance, forage allowance, uniform allowance and plain clothes allowance should be continued while a member of the Force is on leave.

Date from which proposed increases will be payable

It is recommended that all increases in pay and allowances should be payable as from the 1st of April, 1946.

7. It was recommended by Superintendent W. A. Calver, who carried out a full examination of the organisation of the Force last year, that a Committee should be appointed to make recommendations regarding the conditions of service of the Force, and this recommendation has been accepted and acted upon by the Government in the realisation that improvement in the Police pay and allowances is an essential preliminary measure pending the re-organisation of the Force which Superintendent Calver proposed. The Committee appointed to deal with Police conditions of service made a number of wider proposals on such matters as the numbers, recruitment and system of promotion in the Force, on which final decisions have been deferred pending the full re-organisation which it is intended to carry out. It is considered however, that the following three proposals affecting the re-organisation of the Force, which were put forward by the Committee, should be accepted at once:—

- (a) that in order to facilitate promotion from the rank of Second Class Constable to First Class Constable, an addition in the number of First Class Constable posts of 122, bringing the total number of First Class Constables to 300, should at once be made;
- (b) that two scholarships should be awarded to promising Sub-Officers and men each year to enable them to undergo special Police training in the United Kingdom with a view to qualifying them to fill higher posts in the Force; and
- (c) that early steps should be taken to improve the recreational facilities available in Police Stations.

8. The total cost of the proposals set out in this Message is estimated at approximately £80,000 in a full year.

9. The proposed changes in rates of salary and emoluments will require the approval of the Secretary of State for the Colonies, and a Resolution will be moved in the House that, subject to his approval, the changes should be made effective from the 1st of April, 1946.

J. HUGGINS,
Governor.

King's House, Jamaica,
4th September, 1946.

No. 26

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to the Report on the Jamaica Constabulary made by Superintendent W. A. Calver which has been laid on the Table of the House.

2. It will be seen that Superintendent Calver has prepared detailed and comprehensive proposals dealing with all sections of the Constabulary and that he recommends a thorough and far-reaching re-organisation of the whole Force.

3. It will also be noted that Superintendent Calver recommends that the re-organisation of the Force should be carried out by a Re-organisation Section composed of three Officers, with expert knowledge of different branches of Police work to be recruited in England, together with two Officers of the Jamaica Constabulary.

4. Decisions have not been reached on the detailed proposals put forward by Superintendent Calver but the need for re-organisation of the Force is recognised and it is considered that the proposal that a Re-organisation Section of the kind proposed should be set up to carry out the necessary reforms is sound. Enquires have already been addressed to the Secretary of State for the Colonies on the question of whether the services of experienced Police Officers can be obtained for secondment to Jamaica for a period sufficient to carry out the re-organisation of the Force, and it is hoped that it will soon be possible to put proposals to the House for meeting the cost of the establishment of the Re-organisation Section.

5. Meanwhile, as you are aware, action on Superintendent Calver's recommendation that a Committee should be set up to consider the conditions of service of the Force has not been delayed and proposals for substantial increases in the pay and allowances of all non-commissioned ranks of the Force have already been submitted to the House for consideration.

J. HUGGINS,
Governor.

King's House, Jamaica,
4th September, 1946.

No. 30

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the question of relations between Local Government authorities and the Central Government.

2. For some time past I have been concerned at the delays which have occurred in correspondence between the Kingston and St. Andrew Corporation and the Parochial Boards on the one hand and Central Government on the other. One of the chief reasons for this delay is that matters affecting Local Government are dealt with in both the Central Secretariat and the Treasury, thus involving correspondence between the two offices. Moreover, the Government officers who handle Local Government affairs are also responsible for dealing with other matters and are unable to give their undivided attention to questions of Local Government. Under the existing system it is also difficult to arrange for frequent discussion both at Headquarters in Kingston and in the country parishes between the Government officers concerned and representatives of the Local Authorities.

3. To remedy this situation, I now propose that a single Headquarters Local Government Division should be created in the office of the Colonial Secretary to be staffed by officers now serving in the Secretariat and the Treasury whose duties will in future be restricted to Local Government affairs. The functions of this new Division will be to keep in close touch with Local Authorities, not only by correspondence but by frequent visits to those Authorities, to be constantly available to give assistance and advice to Local Authorities, to ensure that no delay occurs in representing the needs and requests of the Local Authorities to the Government, and to communicate the Government's decisions promptly to those concerned. I trust that the new system will not only reduce delay in correspondence, but lead to a greater confidence and understanding between the Local Authorities and Central Government, and also enable the many existing problems in the sphere of Local Government to be tackled in a spirit of full co-operation.

4. It is proposed that the new Division should be formed at once with the following staff:

- 1 Assistant Secretary
- 1 Principal Clerk
- 1 Senior Clerk
- 2 First Class Clerks
- 1 Second Class Clerk
- 3 Typists.

All these officers can be provided from the existing staff of the Secretariat and the Treasury except the Assistant Secretary. The only additional financial provision for which authority is sought is consequently that required to cover the salary of an additional Assistant Secretary in the scale £800x£50-£1,000. I recommend that approval should now be given for the creation of this new post, and for the necessary financial provision to cover his salary for the remainder of this financial year. It should be explained that the system which I have described must be regarded as on trial for an initial period and that it may later be found necessary to make changes in the staff now proposed for the new Division.

5. A Resolution will be moved in the near future seeking the approval of the House for the additional expenditure involved in the creation of the new post of Assistant Secretary.

J. HUGGINS,
Governor.

King's House, Jamaica,
16th September, 1946.

No. 31

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to the attached Message No. 31, of the 9th August, 1945, in which it was recommended that the establishment of a Central Valuation Department should be approved in principle and that immediate steps should be taken to obtain the services of a Valuation Commissioner.

2. That Message was not considered by the House of Representatives before the end of the last session. I now recommend that it should be dealt with at the earliest opportunity.

3. A Resolution will be moved in the House accordingly.

J. HUGGINS,
Governor.

King's House, Jamaica,
21st September, 1946.

No. 31

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to invite reference to the Report of the Land Valuation Commission, a copy of which is attached.

2. It will be seen that, amongst other proposals, the Commission recommends—

- (a) that the present system of land valuation should be changed, and that "the unimproved value of land" under a definition given in the Report should be taken as the basis for all land taxation;
- (b) that a permanent Central Valuation Department should be set up to deal with all valuations of properties throughout the Island for the purposes of taxation; and
- (c) that Government should obtain the services of a Valuation Commissioner.

3. It is submitted for your approval that these recommendations should be accepted in principle and that, as a first step in the implementation of the recommendations of the Commission, steps should be taken to secure the services of a Valuation Commissioner. The Commission considered that he must have experience of the practical administration and application of the "unimproved value" system and that, as this system is a new one to Jamaica, the appointment of such an officer is necessary to ensure its efficient and smooth working. The salary recommended for the proposed post of Commissioner is £1,200 a year and, if the proposal is approved, it will also be necessary for provision to be made to cover the cost of the passages to the Colony of the officer selected and of his family, if any.

4. The Report of the Land Valuation Commission has been considered by the Executive Council and the necessary legislation to give effect to its recommendations is under preparation prior to consideration by the House of Representatives and the Legislative Council.

5. I have the honour to ask that a Resolution may be passed by the House approving in principle the establishment of a Central Valuation Department and the taking of immediate steps to obtain the services of a Valuation Commissioner with the necessary experience of the proposed new system of land valuation.

J. HUGGINS,
Governor.

King's House, Jamaica,
9th August, 1945.

No. 37

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of the provision of additional catchments and water storage tanks in dry rural areas of Jamaica.

2. Under Colonial Development and Welfare Schemes Nos. D 255 and D 255A, thirty catchments and tanks have been constructed at a cost of £68,000 the whole of which amount was provided as a free grant from Colonial Development and Welfare funds.

3. The draft Ten Year Plan of Development provides for the expenditure of £108,000 on the construction of catchments and storage tanks in dry areas. Of this sum £10,645 represents the balance which remained unspent on the 1st April, 1946, but which has since been spent on the completion of the First Tank Programme under Colonial Development and Welfare Schemes Nos. D 255 and 255A. The remaining £97,355 (say £97,500) is intended to meet the cost of tanks in areas which it was impossible to serve under the First Programme. It is proposed that two programmes shall be undertaken from this provision, one of which will be known as the Second Tank Programme and the other as the Third Tank Programme. It is also proposed that the entire cost of the Second Tank Programme which is estimated at £32,500 shall be borne by Jamaica funds, and that application shall be made to the Comptroller for Development and Welfare in the West Indies and the Secretary of State for the Colonies for a free grant of £65,000 from Colonial Development and Welfare funds to meet the entire cost of the Third Programme.

4. Work has already begun on the Second Programme with funds which were made available by means of an advance of £10,650 which was approved by the House sitting in Finance Committee of the whole House. In order that work on the Second Programme may continue without interruption, it is now proposed that a total sum of £32,500 (including the advance of £10,650 mentioned above) should be provided during the financial year 1946-47 from Jamaica funds.

5. I also submit for the consideration of the House a draft application for a free grant of £65,000 from Colonial Development and Welfare funds to meet the cost of the Third Programme. If the House approves of this application being submitted for the consideration of the Comptroller and the Secretary of State and if it is approved by those authorities the amount of £65,000 will be set off against the allocation of £6,500,000 which has been made to Jamaica under the Colonial Development and Welfare Act, 1945.

6. The work on the construction of catchments and storage tanks to be included in the Third Programme will begin as soon as possible after the Secretary of State has approved the application. Members will be consulted in the usual manner as to the places to be served under the Third Programme.

7. A Resolution will accordingly be moved by the Minister for Finance and General Purposes seeking the authority of the House for the entire cost of the Second Tank Programme (£32,500) to be borne by Jamaica funds; for supplementary provision of £32,500 to be made during the financial year 1946-47 to enable the Second Programme to proceed without interruption; and for the application for a free grant of £65,000 to meet the cost of the Third Tank Programme to be submitted immediately to the Comptroller and the Secretary of State.

J. HUGGINS,
Governor.

King's House, Jamaica,
18th October, 1946.

No. 40

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to the Resolution passed by the House of Representatives on the 17th of September, 1946, requesting that the Government should consider the possibility of adopting the Report of the House Committee on Social Welfare regarding a proposal to make a grant from Government funds as a contribution towards the cost of re-building the Knibb Memorial Church in Falmouth.

2. In the Report of the House Committee reference was made to the fact that the Church built by the Rev. William Knibb in 1837, was destroyed by the 1944 hurricane, and that plans and estimates have now been prepared by the Falmouth Baptist Mission with a view to re-building the Church at an approximate cost of £10,200. The Mission is reported to have available £3,000 in cash, and materials to the value of £800. The Mission proposes to raise a loan of £1,500 and to continue to make every effort to raise funds by public subscription. In these circumstances the Committee recommend that a Government grant of between £3,000 and £4,000 should be made to the Mission towards the cost of re-building the Church. It is represented that the new Church should serve as a national memorial to commemorate the emancipation from slavery and the work of the Rev. William Knibb and others who laboured with him in that cause.

3. This proposal has been sympathetically considered by the Government. It will be appreciated that funds required for building or re-building Churches should normally be raised by the denominational authorities concerned and that the Government cannot accept any obligation to contribute Government funds for such purposes. It is, however, fully recognised that special reasons exist which justify Government financial assistance towards the cost of re-building the Knibb Memorial Church, and it is therefore recommended that, as a special case, a Government grant of £3,500 towards the cost of re-constructing the Church should be approved.

4. A Resolution will be moved in the House accordingly.

J. HUGGINS,
Governor.

King's House, Jamaica,
1st November, 1946.

No. 47

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to inform the House that the Executive Council has considered proposals put forward by the Kingston and St. Andrew Corporation for additional works in the Corporate Area which form part of a long-term programme of works prepared by the Corporation. The Executive Council has decided to recommend to the House that approval should be given for execution of the works set out in the schedule to this Message, the total cost (£148,000) being met half by a grant from Government funds and half by an advance to be made by Government to the Corporation against a loan to be subsequently raised by or on behalf of the Corporation.

2. It is proposed that allocations from the total amounts to be granted and advanced to the Corporation to cover the cost of the works should be made available to the Corporation in instalments as the work proceeds the decision as to the amount of the instalments and the dates on which they are to be made available being taken by the Executive Council in consultation with the Corporation.

3. It is also proposed that with the approval of Executive Council the Corporation should be permitted, if and when necessary, to transfer amounts within the total amount approved from one work set out in the schedule to this Message to another.

4. A Resolution will be moved in the House accordingly.

J. HUGGINS,
Governor.

King's House, Jamaica,
13th November, 1946.

No. 53

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

In Message No. 26 which I addressed to you on the 4th of September, 1946, on the subject of the re-organization of the Police, I informed you that enquires had been addressed to the Secretary of State for the Colonies on the question of whether experienced Police Officers could be recruited in the United Kingdom for secondment to Jamaica to serve on the Re-organization Section proposed in Superintendent W. A. Calver's Report on the Jamaica Constabulary. The Secretary of State has now informed me that he hopes to be able to secure the services of three Police Officers suitable for this purpose, one to be Executive Officer in charge of the Re-organization Section, one an Inspector of the London Metropolitan Police with experience in C.I.D. work, and one an Officer with experience in Police training methods.

2. The terms of secondment which it is proposed should be offered to these Officers are:—

Annual Salary

Executive Officer	£1,235
Assistant Executive Officer (C.I.D.)	717
Assistant Executive Officer (Training)	750

It is also proposed that honoraria should be paid to these Officers at the following rates:—

Executive Officer	£400
Assistant Executive Officers	200 each

Free passages would be provided and subsistence and travelling allowances at standard Government rates in respect of duty outside Kingston. It is considered that the Re-organization Section will require at least a year to complete its work and on the basis of the proposals set out above the total cost, including travelling expenses, should not exceed £6,000 in a full year.

2. I consider that it is important that the re-organization of the Police should be undertaken with the least possible delay, and I have the honour to recommend that the House should authorise the necessary expenditure to enable the Re-organization Section to start its work as soon as possible.

J. HUGGINS,
Governor.

King's House, Jamaica,
26th November, 1946.

No. 57

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to my Message No. 2 of the 20th of July, 1946, regarding the proposal that a system of acquiring land for public purposes by means of Land Bonds should be adopted in Jamaica. That Message was discussed in the House of Representatives on the 27th of August but the motion seeking approval of the proposals set out in the Message was withdrawn.

2. The question has been further considered in the Executive Council and the Council remains of the opinion that the Land Bond system should be tested on a non-compulsory basis in the first instance. In accordance with the decision of the Executive Council, I therefore recommend that the House should agree, in principle, to the introduction of a Land Bond system on a non-compulsory basis, so that the necessary draft legislation may be prepared. In the preparation of that draft legislation the Executive Council will bear in mind the suggestions on questions of detail which have been made in the House of Representatives and elsewhere and the House will, of course, have an opportunity, at a subsequent stage, of fully considering the draft legislation.

3. The House will appreciate that future policy regarding acquisition of land for land settlement and other purposes will depend to a considerable extent on whether a system of Land Bonds can be successfully operated and I trust, therefore, that the House will be prepared to agree, in principle, to the introduction of a non-compulsory Land Bond system at the earliest opportunity.

4. A Resolution will be moved accordingly.

J. HUGGINS,
Governor

King's House,
Jamaica, B.W.I.
7th December, 1946

No. 59

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to inform you that the Government had considered further proposals put forward by the Land Settlement Priorities Committee for the purchase of land for land settlement, bearing particularly in mind the need to provide land for ex-servicemen. I accordingly recommend that authority should be given for the purchase of the following properties:—

Lyssons (St. Thomas)

Hopewell (St. Mary)

2. The expenditure involved will be met by advances in the first instance and will in due course be charged to the provision for the settlement of ex-Servicemen and to the provision to be made under the Ten Year Plan for the purchase of land for land settlement.

3. A Resolution to this effect will be moved by the Minister for Agriculture, Lands and Commerce who will be prepared, in accordance with established practice, to provide full information regarding the prices which it is recommended should be paid for these properties and their suitability for land settlement.

4. It will be necessary at a later date to obtain the authority of the House for the provision of funds to meet the cost of developing and sub-dividing these properties as land settlements. Detailed estimates are not yet available, but it is expected that the total amount to be provided for these purposes will be approximately £25,000. The matter will be referred to the House as soon as possible.

J. HUGGINS,
Governor

King's House,
9th December, 1946

No. 60

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to the Resolution passed by the former Legislative Council on the 19th of September, 1944, approving the salary scales for resident and non-resident teachers in grant-aided Secondary Schools. In those scales it was provided that non-resident teachers (other than Principals who receive £100 per annum) should receive salaries higher by £60 per annum than the salaries of resident teachers in order to compensate the non-resident teachers for the greater living expenses involved in their residence outside the Schools. It has been represented to Government that this difference is insufficient in present conditions and proposals were put forward by a Committee which examined the whole question of salary scales and allowances of Secondary School Teachers for an increase in the non-resident scale as follows:—

- (a) a uniform addition of £150 per annum to the resident salary of the grade of qualified Teacher and higher grades;
- (b) a uniform addition of £100 to Part-qualified Teachers Class I;
- (c) a uniform addition of £75 to Part-qualified Teachers Class II;
- (d) a uniform addition of £60 to the Part-qualified Teachers Class III.

2. This recommendation has been considered by Government and the conclusion has been reached that justification exists for a higher rate of remuneration for a married male teacher than for other teachers. It is therefore recommended that the House of Representatives should approve a variation in the non-resident scales to provide that non-resident teachers receive in future the following additional amounts annually:—

- (a) Qualified Teachers and above—£150 to married male Teachers and £100 to the remainder.
- (b) Part-qualified Teachers Class I—£100 to married male Teachers and £70 to the remainder.
- (c) Part-qualified Teachers Class II—£75 to married male Teachers and £60 to the remainder.
- (d) Part-qualified Teachers Class III—a flat rate of £60 (as at present).

3. Where a male teacher is married to a female teacher and both qualify for these additions, it is further recommended that only one of them should be paid the higher rate.

4. It is also proposed that these increases should be approved as a temporary measure pending full consideration of proposals of the committee which examined the salaries and allowances of Secondary School Teachers in grant-aided schools. It is proposed that the new rates should come into effect on the 1st of January, 1947.

5. A Resolution will be moved accordingly.

J. HUGGINS,
Governor.

King's House, Jamaica,
9th December, 1946.

No. 62

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of the urgent necessity which exists for the improvement of the existing installations by which the towns of Old Harbour and Old Harbour Bay are supplied with water.

2. The present position and the steps which it is proposed to take to improve the supply are described in the memorandum attached to this Message.

3. I recommend that the House should authorise an application being made to the Secretary of State for the Colonies for a free grant from Colonial Development and Welfare funds of £6,103 to meet half the capital cost of the proposed improvements and should approve a further loan to the Parochial Board of St. Catherine of £272 out of funds to be raised by Government loan under the Ten-Year Plan to supplement the funds already in the hands of the Board to enable it to pay the remaining half of the capital cost, and that pending the raising of the loan the amount of £272 be advanced from General Revenue.

4. The necessary Resolution will be moved by the Minister for Finance and General Purposes at an early date.

J. HUGGINS,
Governor.

King's House, Jamaica,

13th December, 1946.

No. 64

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to Colonial Development and Welfare Scheme D 533 which provides for the appointment of a Town Planning Adviser and to inform the House that, in consultation with the Secretary of State, it has been decided to vary the scheme (a) by raising the salary of the post from £1,000 a year to £1,100 a year in order to obtain a candidate with suitable qualifications and experience and (b) by reducing the period of the scheme from five to three years in the first instance.

2. The revised scheme includes the following items:—

Salary of Town Planning Officer (at £1,100 a year)	£3,300
Passages	170
Travelling	1,100
Subsistence	500
Miscellaneous	230

Total .. £5,300

This amount, which is less by £1,700 than the total cost of the scheme as originally approved, will count against Jamaica's allocation of £6,500,000 under the Colonial Development and Welfare Act, 1945.

3. I am also glad to be able to inform the House that the Secretary of State has now been able to select a well qualified officer, Mr. D. W. Spreull, to fill the post and it is hoped that he will soon take up his duties in Jamaica.

J. HUGGINS,
Governor.

King's House, Jamaica,
24th December, 1946.

It is anticipated that the Series of Colonial Annual Reports will comprise reports on the following Colonies and Protectorates :

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(see list on cover page 3).

COLONIAL OFFICE

ANNUAL REPORT ON JAMAICA

FOR THE YEAR
1947

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Cover illustration shows a newly erected Government hospital.



ANNUAL REPORT ON JAMAICA

FOR THE YEAR 1947

PART 1

GENERAL

The most important event in the political field during 1947, was the Conference on the Closer Association of the British West Indian Colonies, held at Montego Bay between the 11th and the 19th of September, 1947, under the Chairmanship of the Right Honourable Arthur Creech Jones, Secretary of State for the Colonies, and attended by representatives of all the territories concerned. The Conference accepted the principle of federation and in a number of Resolutions recommended that the practicability of all its aspects should be examined in detail by appropriate Committees, representative of the Colonies themselves; the several Legislatures involved have since endorsed the Resolutions and active steps are being taken to promote the work of the various Committees.

In the local sphere the Jamaica Labour Party's majority in the House of Representatives has been reduced by the resignation of six members, two of whom have formed a new political group—the Agricultural and Industrial Party. The representation in the House is now as follows:—

Jamaica Labour Party	..	..	..	17
People's National Party	..	..	..	5
Agricultural and Industrial Party	..	..	..	2
Independents	..	..	..	8

Elections to the Kingston and St. Andrew Corporation Council and Parochial Boards, based on universal adult suffrage, were held in October, 1947, and the results showed that the People's National Party had gained considerable ground since the General Election in 1944; 65,285 votes were cast for the Jamaica Labour Party, 68,784 for the People's National Party and Independent candidates secured 88,111. The Hill Report, which includes recommendations for administrative and financial reforms in Local Government, has been referred to the new local authorities for their views on such recommendations of the Report as have not yet been implemented. The Local Government Division of the Secretariat continued to serve effectively as a liaison between the local authorities and Central Government.

In the sphere of administrative organisation one change of some significance was effected. A Division for Development Works was created in the Secretariat, staffed with personnel drawn from the Treasury and

the Secretariat and charged with financial and administrative duties. The intention is that more effective prosecution of development works should be achieved by this amalgamation of staff which anticipates the eventual removal of the Financial Secretariat from the Treasury.

The financial year 1947-48 opened with an accumulated revenue surplus which was estimated at over £1,100,000 and later turned out to be £1,624,000 and the Legislature passed the largest budget in the history of the country, calling for expenditure of £8,346,000. It was a balanced budget, the revenue estimate being £2,000 higher than expenditure. Before the end of the year the pressure of unemployment made it necessary to increase budgetary expenditure by some £400,000, most of this going into special works designed to provide employment throughout the country districts. Fortunately, revenue was maintained and the budget surplus was not converted into a deficit. Subsidisation of essential items in the diet of the poor and middle classes was continued.

In the realm of overseas trade and especially of imports, the year under review fell into two sharply distinguished periods—the months before and the months after the dollar crisis of August, 1947. The pre-dollar crisis months were marked by rapid relaxation of wartime controls over imports, improvement in shipping facilities, record imports in terms of value, high revenue from customs duties and a general atmosphere of increasing commercial confidence. Except for the failure of the hoped-for fall in prices to materialise, all seemed to be going well. Suddenly, the dollar crisis struck the country; convertibility of sterling was suspended and it became immediately essential to reimpose the strictest control over movements of currency in the effort to conserve dollars. After hurried consultations between representatives of the West Indian Colonies gathered at Montego Bay for the Conference on Closer Union, with the object of securing concerted action in the face of the crisis, a virtual return to pre-war austerity was announced. Gradually the public came to realise that with the return of the majority of our agricultural workers from the United States, the country had crossed the line from a net dollar earner to a net spender of dollars; only then did it transpire that in 1946, Jamaica had drawn on the sterling area dollar pool to the extent of not less than 16 million dollars and that in the first months of 1947 alone, even this rate of deficit had been exceeded. Since then there has been a growing awareness in the minds of the public concerning the measure of damage sustained by Britain in the second world war, the magnitude of the effort needed to secure recovery and the extent to which Jamaica's economic future was bound up with that of the United Kingdom.

In the sphere of agricultural production, the year's results were not discouraging although exports were less than sufficient to secure a balanced overseas trade. The previous year's record production of sugar was almost maintained; total production was 170,000 tons out of which 111,000 tons valued at £2,775,000 was exported to the United Kingdom. Rum exports continued to rise in volume and in value reaching a figure of £2,560,000. The next largest export, bananas, remained at approximately 6 million stems bringing an income of £2½ million. This was short of the production target which had been set after the hurricane of 1944 and it began to appear that the maximum of 12 million stems which had been hoped for in four or five years after the hurricane might never be achieved. Citrus production was satisfactory. During the year representatives of the United Kingdom firms engaged in the marketing of these products visited the island to arrange for additional supplies.

Primary Producers continued to receive tangible benefit from the United Kingdom policy of encouragement to Colonies in the form of price guarantees and higher market prices. A price of £29 per ton, £4 15/- higher than the previous year's price, was paid for sugar on the United Kingdom market throughout the year. By arrangement between the Ministry of Food, the West Indian Governments and the West Indies Sugar Association, £2 15/- per ton out of this increase was paid into three reserve funds for future use—25/- for price stabilisation, 15/- to a capital rehabilitation fund and 5/- to a labour welfare fund. The Treasury guarantee which had kept the banana industry alive through the war came to an end in December, 1946, but was replaced by a contract with the Ministry of Food to take not less than 85% of the Island's exportable surplus up to the end of 1948. Throughout 1947, the price paid was £32 per ton, which made it possible to pay the grower a record price of 7/2d. per count bunch while making generous allocations for anti-leaf spot measures, wage increases to dock labourers and extra payments to the shipping companies.

Internally the local Government continued to encourage the formation and development of producer organisations. A precedent was set late in 1947, when a deputation from the Island Banana Growers Association, together with a representative of the Government, took part in tripartite negotiations with the Ministry of Food and settled the terms of the 1948 contract for the sale of the Island's banana output. The proceeds of a cess of 1d. per count bunch were paid to the Association throughout the year to meet its organising expenses. The Citrus Growers Association took the first steps to register under the Agricultural Marketing Law of 1944 with the object of eventually gaining complete control over the marketing of citrus fruit. The legislature approved a six-year programme for the propagation of citrus plants to be carried out by the Department of Agriculture in collaboration with the Association. The Jamaica Livestock Association continued its vigorous defence of dairy and cattle farmer's interests and in the course of negotiations, which were marked by a short producers' strike, secured increases in the prices of fresh milk and beef. The principle of an annual review of prices to be carried out by a Committee on which the Association will be strongly represented was also conceded by Government.

During the year some progress was made with the extension of agricultural services but the work of the establishment of the major stations was delayed by rising costs in building materials, shortage of equipment for water supplies, and by new difficulties in recruiting technical staff and in keeping staff already engaged.

In October, the Department of Agriculture renewed an effort, which had been made some years before without success, to bring the Agricultural Extension Services under its direct control. By an arrangement which is, perhaps, unique in the Colonial Empire, the Colony's Extension Service of close upon 100 Instructors and Supervisors is attached to an independent organisation of farmers now incorporated by law—The Jamaica Agricultural Society. The Department proposed to put an end to this arrangement and to unify the Colony's agricultural services. The proposal was rejected by the Society which is actually older than the Department of Agriculture, and the question of the change is still to be decided by the Legislature.

While the urgent need to diversify the country's agriculturally based economy and to provide opportunity for employment by fostering industrial development is fully recognised, little advance in this direction was registered in 1947. The construction of two new sugar factories

continued. Work on the gypsum plant and textile factory was pushed forward but neither had commenced production by the end of the year. Negotiations were taken up anew with the World Commerce Corporation for a concession to establish the sorely needed cement factory, but they were further drawn out by difficulties connected with currency restrictions and international obligations.

A brighter picture was presented by the tourist trade. The 1946-47 season was good and the prospects for 1947-48 showed promise of being better still. There was evidence that hotel owners had begun to take advantage of the valuable concessions given under the Hotels Aid Law, 1944, to build and equip new hotels and to extend existing ones. Government made a substantial monetary contribution for advertising the Island's attractions abroad. At the end of the year, a move, sponsored by the Caribbean Commission to establish an inter-Caribbean Tourist Development Association had not yet come to fruition.

Although the final draft of the Colony's Ten Year Plan had not yet been endorsed by the Legislature, expenditure on schemes provided for therein continued. In addition to the scheme for the extension and re-organisation of the Agricultural Department which is mentioned above, the major items of the Plan on which expenditure was incurred during the year were—land settlements, housing, elementary school buildings, rain water tanks and rural social welfare services. Most of this expenditure—all of land settlement and two-thirds of the housing—is to be financed by loan, but the Colony is excluded for the time being from the London money market, and efforts to raise the needed loans by local stock issues did not prove conspicuously successful. The offer of a first instalment of the First Development Loan had the misfortune to coincide with the United Kingdom dollar crisis. This alone was sufficient to ensure its failure. The year's expenditure on schemes in the Development Plan, therefore, fell short of the provision in the budget both from loan funds and from ordinary revenues.

The criticism that too large a proportion of the Colony's Ten-Year Plan is devoted to schemes which are predominantly social as distinct from developmental emphasis, is not an unjust one; but as the Plan itself explains the extension of the social services of the country was so grave a need that it could not be subordinated in the claims on development funds. To this Government, therefore, compelled as it has been to reduce the amount which it would have wished to allocate to economic development in order to provide much needed health and educational facilities, the intimation that the Colonial Development Corporation had been set up came as very welcome news. High hopes are entertained that the Corporation will provide the finance needed to initiate projects of development and create employment.

The proposals made in the Report of the West Indies Committee on Higher Education for the establishment of a University College of the West Indies are now being implemented as rapidly as possible with full support and co-operation from the Colonial Office and the Local Government. The Government of Jamaica is making available approximately 673 acres of land at Mona for the present and future needs of the University College. The Labour Department had another active year during 1947. One of the principal objects to which its efforts were directed was the securing of continued employment for Jamaican agricultural workers in the United States of America, since the United States Government had indicated that at the end of the year the special legislation under which those workers were allowed to enter the

country would cease to have effect. After protracted negotiations arrangements were finally made for contracts between this Government, the worker and employers' organisations under which workers would be accepted when the employers were able to satisfy the appropriate United States authorities that their assistance was necessary, and, within the limits of the demands of the American employers, a continuance of this outlet for local workers was assured. The unemployment situation remains sufficiently acute to warrant every effort for similar outlets.

Further progress was made in labour legislation, the most important enactment being the Holidays with Pay Law, which provides that persons employed in specific occupations shall be entitled to holidays of prescribed length and to receive pay at prescribed rates during those periods.

There was less industrial unrest than in the previous year but in the closing months there was a good deal of disorder attendant on a strike among the subordinate employees of the Gleaner Company, the publishers of the largest daily paper in the Colony; the point at issue was eventually referred to an arbitration tribunal.

An account of the principal events in Jamaica during 1947, is set out in the remainder of this report. It may be mentioned however, that during the year two Commissions visited the Island and conducted investigations to explore the possibilities of settling Jamaican surplus labour in British Guiana, British Honduras and Surinam. One Commission, headed by Sir Geoffrey Evans, C.I.E., arrived in October and held consultations with a view to reporting later to the Secretary of State for the Colonies regarding the possibilities of settlement in British Guiana and British Honduras. The other from Surinam, with Dr. M. DeGroot, Director of the Department for Social Affairs as Chairman, arrived early in December and made similar investigations for presentation to the Surinam Government.

PART II

CHAPTER 1—POPULATION

The latest census of population in Jamaica was taken in 1943 and the population was then found to be 1,237,063. At the end of 1947 the estimated population was 1,340,395 persons. The increase during the year amounted to 26,340 persons or 20.0 per 1,000. Over the period from 1931 to 1946 the average rate of increase per year was 16.2 per 1,000.

Natural increase, the excess of births over deaths, and increase by migration, excess of recorded arrivals over recorded departures, have added to the population in the last three years as follows:—

	Natural increase	Increase by migration	Total increase
1945 ..	19,080	4,587	23,667
1946 ..	22,646	2,337	24,983
1947 ..	24,500	1,840	26,340

Births

The total births registered in 1947 numbered 43,256, the largest number ever recorded; the birth rate was 32.59 per 1,000 of population. The birth rate has risen for two years in succession after falling to its lowest level in 1945. The proportion of illegitimate births in 1947 was 68.26 per cent. It had been falling steadily over the past twenty years and the 1946 level was the lowest in recent years. The 1947 ratio represents a small set-back.

	Birth rate per 1,000	Illegitimate births per 100 total births
1941-45 average	31.76	69.52
1945	29.98	68.83
1946	30.76	67.71
1947	32.59	68.26

Deaths

The total deaths registered in 1947 numbered 18,756, of which 3,976 were infants under one year of age. The death rate was 14.13 per 1,000 of population and the infant mortality rate was 91.9 per 1,000 live births. Both these rates are higher than for the previous year when both rates were the lowest ever recorded.

	Death rate per 1,000 population	Infant mortality per 1,000 live births
1941-45 average	14.54	99.3
1945	14.91	102.3
1946	13.30	89.5
1947	14.13	91.9

Comparative life tables prepared on the basis of deaths in 1942 and 1943 show an expectancy of life at birth of 51.7 years for males and 54.5 years for females—an increase of approximately 15 years over the life expectancy in 1921.

Marriages

The number of marriages registered in 1947 was 6,163, as compared with 7,552 in 1946 (the highest of recent years) and 6,305 in 1945.

CHAPTER 2—OCCUPATION, WAGES, LABOUR ORGANIZATION

OCCUPATIONS

The number of industries in the island has grown in recent years. The manufacture of sugar which is associated with agriculture engages a number of persons far in excess of that which is employed in other branches of industry. There is now a definite activity to increase the development of secondary industries; local and foreign capital is being attracted into the island for this purpose and the scope of official policy is being widened for the protection of many local enterprises from the disadvantageous effects of foreign competition.

With the continued increase in the population a large labour force becomes available year after year. Since the 1943 Census, the population which is now estimated at some 1,340,395 persons includes 547,200 who are presumed to be gainfully occupied and who are estimated to be distributed as follows:—

- 239,900 were engaged in agriculture
- 1,400 in public utilities (gas, light, power and water)
- 64,100 in manufacture
- 36,900 in construction
- 12,400 in transportation and communication
- 42,800 in trade commerce and finance
- 111,000 in service industries: personal, professional, public and domestic
- 38,700 in minor industries.

The present rate of increase in the industrial development of the colony is still unable to provide adequate employment for the numbers of unemployed who enter the labour market every year. The result is that unemployment and under-employment still poses a serious problem for Government and private interest throughout the island.

Unemployment and Relief—

Consequent on an increase in unemployment as ascertained by a labour survey in 1939, it was decided to institute special works for the relief of unemployment in those parts of the Island where the urgency appeared greatest. The funds for the maintenance of the various relief projects were provided partly by the Jamaica Government and partly by Imperial Grant, and a Standing Committee on Relief Works was appointed in 1940 to act as an Advisory Committee to Government in the matter of administering the funds. The number of persons employed on relief projects continued to increase until 1943, when the monthly average of relief workers employed throughout the Colony was 11,330. Thereafter, a general improvement in the employment situation due largely to recruitment of numbers of Jamaicans for employment overseas led to a decline in relief employment. The Standing Committee on Relief Works was dissolved in 1945. Some measure of unemployment relief was, however, still necessary and funds were approved by the Executive Council from time to time to alleviate the situation. To this end the sum of approximately £118,834 was expended during the financial year 1945-46 as compared to an expenditure of approximately £256,130 during the previous financial year.

During the year 1947, the Sugar Industry provided work for 35,962 workers during the "crop" season as against 30,290 in 1943, and the expansion of secondary industries contributed to an increase in the employment roll of registered factories which employed over 19,600 workers in 1947 as against 17,700 in 1946.

However, with the heavy repatriation of Jamaican Contract workers from the United States of America the need for unemployment Relief in the parishes of the Island became urgent and Government accordingly approved grants amounting to approximately £120,320 during the year 1947. 40,013 persons were employed on various projects financed from this grant.

A schedule showing the allocation of the amount is set out hereunder :

Parish	Grant approved	No. of persons Employed
	£	£
St. Thomas	8,628	980
Portland	17,400	7,000
St. Mary	13,100	5,528
Trelawny	8,635	5,412
St. Ann	8,103	1,009
St. James	10,050	6,053
Hanover	5,585	1,446
Westmoreland	4,300	496
St. Elizabeth	7,950	2,840
Manchester	6,150	1,596
Clarendon	15,770	4,611
St. Catherine	12,600	2,451
All parishes—Purchase of stones ..	2,048	600
	£120,319	£40,013

The Table below sets out the Wage Rates, hours worked and number of Workers in the principal industries in 1947:

Occupation	Rates of pay	Average hours worked	Total No. of workers in Industry
AGRICULTURE:			
Sugar Cane Cutters	(Basic) 1/3 to 1/6 per ton	5-10 hrs. per day	9,850
Farm Labourers	Male 2/6 to 3/9 per day Female 1/6 to 2/10 per day	8-9 hrs. per day	97,750
PUBLIC UTILITIES:			
Electricity:			
(1) Electricians and Servicemen	70/4 to 84/6 per wk.	48 hrs. per wk.	600
(2) Linesmen	40/- to 60/- per wk.	48 hrs. per wk.	
(3) Labourers	29/- to 45/- per wk.	48 hrs. per wk.	
WATER:			
(1) Operators	54/4 to 86/8 per wk.	48 hrs. per wk.	550
(2) Plumbers	40/- to 80/- per wk.	48 hrs. per wk.	
(3) Watermen	30/- to 35/- per wk.	48 hrs. per wk.	
MANUFACTURING:			
(1) Vegetable Products	Male 54/2 per week Female 32/8 " "	45 hrs. per wk. 46 hrs. per wk.	11,100
(2) Leather "	Male 36/5 " " Female 22/5 " "	47 hrs. per wk. 45 hrs. per wk.	
(3) Textile "	Male 39/11 " " Female 24/9 " "	47 hrs. per wk. 41 hrs. per wk.	5,100
(4) Wood and Paper Products	Male 47/2 " " Female 32/6 " "	45 hrs. per wk. 43 hrs. per wk.	
(5) Iron Products	Male 53/9 " "	46 hrs. per wk.	3,250
(6) Chemical Products	Male 44/2 " " Female 22/11 " "	49 hrs. per wk. 36 hrs. per wk.	600
Miscellaneous	Male		550

Occupation	Rates of pay	Average hours worked	Total No. of workers in Industry
CONSTRUCTION:			
(1) Carpenters ..	40/- ² / ₃ to 80/- per wk.	48 hrs. per wk.	1,850
(2) Plumbers ..	40/- to 80/- " "	48 hrs. per wk.	300
(3) Masons ..	40/- to 80/- " "	48 hrs. per wk.	2,150
(4) Painters ..	40/- to 80/- " "	48 hrs. per wk.	900
(5) Road Labourers	Male 22/6 to 35/- " "	48 hrs. per wk.	9,250
	Female 14/- to 24/- " "	48 hrs. per wk.	
TRANSPORTATION AND COMMUNICATION:			
(1) Bus Operators ..	49/9 per wk.	55 hrs. per wk.	300
(2) Tram Operators ..	70/6 per wk.	48 hrs. per wk.	100
(3) Conductors ..	49/6 " "	52 hrs. per wk.	400
(4) Trackmen ..	40/4 " "	48 hrs. per wk.	50
(5) Telegraph Clerks (Post Office) ..	45/- to 90/- per wk.	48 hrs. per wk.	150
(6) Telephone Workers ..	61/6 per wk.	44 hrs. per wk.	100
(7) Cable Workers ..	88/9 " "	44 hrs. per wk.	100
TRADE AND COMMERCE:			
(1) Senior Clerks	Male 157/3 per wk.	42 hrs. per wk.	150
	Female 74/6 " "	43 hrs. per wk.	
(2) Clerks (Office)	Male 112/1 " "	42 hrs. per wk.	11,450
	Female 69/6 " "	43 hrs. per wk.	
(3) Shop Assistants ..	Male 66/2 " "	43 hrs. per wk.	
	Female 37/11 " "	44 hrs. per wk.	
SERVICES:			
(1) Firemen	40/- to 55/- per wk.	On call	100
(2) Portmen (delivery)	35/- to 55/- " "	48 hrs. per wk.	300
(3) Police Constables	6/6 to 10/- " day	On call	1,400
PERSONAL SERVICE:			
(1) Domestic ..	Male 16/9 per wk.	71 hrs. per wk.	77,150
	Female 12/6 " "	72 hrs. per wk.	
(2) Hotels, etc. ..	Male 40/1 " "	60 hrs. per wk.	
	Female 21/4 " "	62 hrs. per wk.	
(3) Catering ..	Male 33/10 " "	46 hrs. per wk.	
	Female 21/6 " "	46 hrs. per wk.	
(4) Renovating ..	Male 36/3 per wk.	46 hrs. per wk.	
	Female 21/11 " "	45 hrs. per wk.	
GENERAL LABOUR:			
(1) General Labourers	Male 22/6 to 35/- per wk.	48 hrs. per wk.	28,400
	Female 14/- to 24/- " "	48 hrs. per wk.	

COST OF LIVING

At the close of December, 1946, the Cost of Living Index or working class persons registered an increase of approximately 75% above the 1939 level. By the end of 1947, the index had risen a further 31 points resulting in an advance of 106 points above pre-war level. The greatest increases took place in the prices of clothing materials and general outfitting, which averaged advances of nearly 350%—that is, almost doubling themselves within the year. Second highest increases occurred among items of hardware and household furnishing which now stands at approximately 107% above 1939 prices.

Throughout the year a limited policy of price stabilisation continued and approximately £406,000 of local revenue was expended for this purpose. Main items included were codfish, imported condensed milk, and flour. This sum although maintaining a check on increases in the price of articles specified, was inadequate to keep down the general upward trend in prices which at the close of the year were still continuing.

The following table shews the movement in the prices of basic food-stuffs for the years 1940, 1946 and 1947:—

Commodity	Quantity unit	Average price during years		
		1940	1946	1947
Flour	per lb.	2½d.	4d.	5d.
Cornmeal	"	2d.	3½d.	4½d.
Rice, White	"	2½d.	10d.	10½d.
Bread	"	4d.	6½d.	8½d.
Beef, fresh	"	6½d.	10d.	11½d.
Pork, fresh	"	7d.	8½d.	11½d.
Fish, fresh	"	7d.	11½d.	1/3½d.*
Salt, cod	"	5½d.	9½d.	11½d.
Mackerel, pickled	"	3½d.	7d.	8½d.
Canned fish:				
Salmon	l. s. tin	10d.	1/5½	1/5½
Sardines	3½ oz. tin	3½d.	5½d.	7d.
Butter	per lb.	1/8½	3/2½	2/11½
Fresh Milk	per qt.	7d.	11½d.	1/- *
Condensed Milk	14 oz. tin	6½d.	8½d.	8½d.
Bananas, ripe	per doz.	3½d.	1½d.	1½d.
Yams	per lb.	2d.	3d.	3d.
Bananas, green	per doz.	1½d.	1½d.	1d.
Irish potatoes	per lb.	2½d.	4½d.	4½d.
Peas, red	per qt.	9d.	1/-	1/-
Corn (maize)	"	2½d.	5½d.	6d.
Coffee	"	8d.	1/1	1/2 *
Coconut oil (Unrefined)	"	1/2	1/7½	1/9
Sugar, brown	"	"	"	"
Market price	per lb.	2½d.	2½d.	2½d.

As previously stated, the cost of living index, prepared by the Government, which is based on the cost of essential and lower grade foodstuffs and commodities, applies principally to the working classes and the peasantry. Those in the middle income groups, whose salaries have not as a rule been increased to the extent that they have in other categories, have been more severely affected.

LABOUR DEPARTMENT

The increase of unemployment in 1938 led to the creation in that year of an Unemployment Registration Bureau for the primary purpose of ascertaining the extent of unemployment in the Corporate Area of Kingston and St. Andrew and later its functions were extended to most of the country parishes. Subsequently other pressing labour problems arose outside the terms of reference of the Bureau which shewed the necessity for a body with wider functions and powers, and with the Bureau, as a nucleus, a Labour Department was established in 1939, with Mr. F. A. Norman, O.B.E., seconded from the Ministry of Labour in the U.K., as Labour Adviser.

The Department now consists of a Labour Adviser, an Assistant Labour Adviser and 29 others, and its principal aims and functions are to promote the well-being of labour, to establish and maintain good relations between employers and workers, to assist in the development of trade unionism and to advise on labour matters generally. Most of the Department's time is taken up with the settlement of industrial disputes or complaints, and in ensuring, by inspections of factories and work-places that the labour Laws and Regulations, many of which implement the provisions of International Conventions, are observed. Its other main activities include the giving of advice to employers and workers alike in industrial relations organization and the recruitment of labour for work in the U.S.A. and elsewhere.

Factory Inspection

A Factories Law passed in 1940 and Regulations made under the Law between 1943 and 1947, have placed all factory owners under an obligations to register their factories and to provide such safety devices and observe such principles of sanitation in the interests of workers as will ensure that the chances of accidents and infection or ill-health are reduced to a minimum. Regular inspections of factories have been carried out by two trained Factory Inspectors. Employers generally have co-operated with the Department in the matter, with the result that there has been substantial improvement in the working conditions in factories. Between the 1st of August, 1943, and the end of the year 1947, 616 factories have applied for registration, of which the normal employment roll showed a total of over 19,600 workers.

Labour Recruitment and Emigration.

The Kingston Employment Bureau, set up in the year 1940, played an important part in the recruitment of labour for the construction of the United States Naval and Air Bases in this Island during the years 1941 and 1942, the peak figure of over 9,000 workers having been reached in the latter year. The outbreak of war opened the way for employment of—Jamaican labour overseas as well as locally, and recruitment of all workers who went abroad under contract was undertaken by the Department. A total of 4,893 artisans and craftsmen were recruited and despatched during the period 1940 to 1943, for employment on the Panama Canal; in the meantime, there was a good response to a call for volunteers for training and employment in the Royal Air Force. By the end of the year 1945, when recruitment of servicemen had come to a close, approximately 4,690 recruits had been despatched from Jamaica. The main outlet for Jamaican migrant labour, however, has been the United States of America which imported a considerable amount of foreign labour for work in agriculture and subsequently in industry. Agricultural and industrial workers who were recruited for the United States were employed under contract for

six months in the first instance and while the majority of workers returned home each year on the termination of their contracts, considerable numbers extended their period of employment.

A Liaison Officer and staff were appointed to supervise the working conditions of Jamaican workers who were employed under contract. The organisation was later taken over by the Comptroller for Development and Welfare in the West Indies and is now known as the British West Indies Central Labour Organisation.

The scheme under which annual recruitment of Jamaican labour had been conducted by the United States Government since the spring of 1943 was brought to a close in 1947, when the total number of workers recruited and despatched under the scheme stood at 57,449. Following announcement of the decision to terminate the scheme, discussions were held in the United States of America between the Labour Adviser, the Chief Liaison Officer and various employing groups, with the object of ensuring the continued employment of Jamaican workers in the United States. In consequence of these discussions, a draft tripartite contract was arranged between the Government of Jamaica (through its Agents the British West Indies Central Labour Organisation), the Grower and the worker. By the end of the year 1947 there were 3,678 workers in employment under the new contract: 2,803 of these had terminated their employment under the old scheme and signed the new contract, while 875 had been recruited in December.

The Labour Department continues to deal with matters arising from employment under contract and a large volume of cases relating to compensation for injuries, outstanding payments of wages, income tax refunds and delayed baggage arise each year.

Investigations regarding the possibilities of settling Jamaican surplus labour in British Guiana, British Honduras and Surinam were conducted by two Commissions, headed by Sir Geoffrey Evans, C.I.E., and Dr. M. DeGroot respectively, which visited this Colony during the last quarter of 1947. The results of these investigations will be reported to the Secretary of State for the Colonies regarding settlement in British Guiana and British Honduras, and to the Surinam Government regarding settlement in Surinam.

Relief Works

Consequent on an increase in unemployment as ascertained by a labour survey in 1939, it was decided to institute special works for the relief of unemployment in those parts of the Island where the urgency appeared greatest. The funds for the maintenance of the various relief projects were provided partly by the Jamaica Government and partly by Imperial Grant, and a Standing Committee on Relief Works was appointed in 1940 to act as an Advisory Committee to Government in the matter of administering the funds. The number of persons employed on relief projects continued to increase until 1943, when the monthly average of relief workers employed throughout the Colony was 11,330. Thereafter, a general improvement in the employment situation due largely to recruitment of numbers of Jamaicans for employment overseas led to a decline in relief employment. The Standing Committee on Relief Works was dissolved in 1945 and, although some amount of relief employment is still provided for the needy areas, it is Government's policy gradually to reduce the present relief works and, as far as future relief of unemployment is concerned, to provide, to the extent that funds can be made available, employment at standard Government rates of pay on necessary works.

Statistics

Since the establishment of the Labour Department, the systematic collection of statistics on all aspects of labour became a regular feature of its activities. In consequence of a Working Class Cost-of-Living Survey carried out by the Department in 1939, a basic index figure was established for the month of August, 1939, and monthly index figures subsequently acquired special importance in the regulation of price controls. A special Cost-of-Living Survey was also carried out among workers on sugar estates in June, 1941, and the regulation of "cost of living allowances" to workers in the sugar industry and to port workers in some parts of the island depends on the changes in this special quarterly cost of living index.

Monthly surveys of the rates of the wages paid in the distributive trades and several other economic and social surveys were carried out by the Department until November, 1945, when Government established a Central Bureau of Statistics which absorbed the bulk of the work and staff of the Labour Department's Statistical Branch.

TRADE UNIONS

Although a Trade Union Law has been in existence since 1919, membership in the unions was very small prior to 1938. Between the years 1938 and 1947 the total membership in trade unions increased from approximately 1,000 to approximately 63,000. There are now 23 registered workers' organisations in the Colony, by far the largest of which is the Bustamante Industrial Trade Union, with an estimated membership of 52,000 drawn chiefly from agricultural and dock workers, and factory employees. The remaining Unions comprise generally the Unions of Government employees and skilled trades. There is a Trades Union Council, to which are affiliated almost all of the Unions other than the Bustamante Industrial Trade Union.

In 1943, the Government established Whitley Councils for clerical and upper staff of Government Departments and in 1946. Interim Committees were set up in twelve Departments which employ large numbers of labourers and semi-skilled workers so as to provide the means of negotiation for employees in this category pending the further development of Whitley machinery.

There are fourteen Employers' Associations. Three of these Associations were registered under the Trade Union Law, while the others are for the most part Organizations having other interests in addition to labour relations.

LABOUR DISPUTES

Since 1939 a great deal of work has been undertaken in the field of industrial relations. Most of this, during the early years of trade unionism in the Colony, was short-term work concerned with the immediate settlement of disputes, but the long-term policy of self government in industry has not been neglected and employees and unionists alike have been encouraged to formulate plans and procedure for the settlement of their mutual affairs. The Labour Department has, since its establishment in 1939, assisted the Unions in the procedure of collective bargaining and it continues to encourage the growth of trade unionism along satisfactory lines. In this work it has met with some success, and while there is still a tendency among unionists to resort too quickly to the strike weapon, recourse to negotiation is being increasingly adopted. Generally speaking it can be said that the principles of collective bargaining are securing recognition, but there is much room for improvement in the organization and operation of the negotiating machinery.

During the year 1947 there were 28 strikes, three of which assumed large proportions. A series of strikes in the Sugar Industry for wage increases was eventually settled by an Arbitration Tribunal. When Tramway workers and artisans of the Light and Power Branch of Jamaica Public Service Co., Ltd., went on strike in protest against long pending negotiations, the development of a serious situation was prevented by the prompt mediation of the Labour Department, which led to resumption of work within the day. The longest of the strikes occurred at the Gleaner Company, Ltd. where the majority of the members of the mechanical staff went on strike for approximately six weeks, over demands for union recognition and increased wages. Work was resumed when recognition was granted to the Union and the parties agreed to refer the question of wages to an Arbitration Tribunal.

LABOUR LEGISLATION

A considerable amount of social legislation has been enacted in recent years; much of this legislation is intended to give effect to the provisions of International Labour Conventions and the Labour Department through its Inspectors and otherwise ensures, as far as lies in its power, that the provisions of these Laws are carried out. The following important labour Laws, have been enacted since 1938:—

1. The Shop Assistants' (Amendment) Law, 1938.

This Law amends the Shop Assistants' Law—Chapter 292 the provisions of which relate to the hours of work and other conditions of employment of shop assistants in the city of Kingston and in the urban and suburban districts. Extension of the Shop Assistants' Law to other parts of the island is made by Proclamation issued from time to time. Proclamations published between 1925 and 1947 have extended the Law to most of the larger towns in the country parishes.

2. The Trade Union (Amendment) Law, 1938.

3. The Trade Union (Amendment) Law, 1940.

4. The Children and Young Persons (Amendment) Law, 1941.

5. The Masters and Servants (Amendment) Law, 1940.

6. The Workmens' Compensation Law—Chapter 408 with Amendments, Laws 35 of 1939, 71 of 1941 and 45 of 1942.

7. The Minimum Wage Law—Law 31 of 1938.

8. The Trade Disputes (Arbitration and Enquiry) Law, Law 16 of 1939.

9. The Recruitment of Workers Law, Law 30 of 1940.

10. The Factories Law, Law 43 of 1940, with Amendment, Law 1 of 1942.

11. The Employment of Women Law, Law 33 of 1941.

12. The Dockworkers (Protection Against Accidents) Law, Law 18 of 1941.

13. The Labour Officers (Additional Powers) Law, Law 8 of 1943.

This Law gives Officers of the Labour Department power to enter upon any premises other than a dwelling house, for the purpose of carrying out inspections to ensure the proper observance of labour Laws.

14. The Holidays with Pay Law, Law 2 of 1947.

Since the enactment of the Minimum Wage Law, 1938, Advisory Boards have been appointed under the provisions of the Law to submit

to the Governor in Executive Council recommendations regarding the minimum rates of wages to be paid in the following industries:—

- The Sugar Industry
- The Bakery Trade (including biscuit making)
- The Catering Trade
- The Printing Trade
- The Alcoholic and Non-alcoholic Beverage Trade
- The Dry Goods Trade.

Arrangements are being made for the appointment of two additional Advisory Boards to deal with the Hotel Trade and the Confectionery Trade.

The recommendations of some of the Advisory Boards which have so far submitted reports have been implemented by Proclamations fixing minimum wages in the Sugar Industry, and in the Bakery, Catering and Printing Trades. The Holidays with Pay Law, 1947, extended the powers of Advisory Boards by allowing them to include in their reports recommendations regarding holidays with Pay.

Through the work of Inspectors, who carry out regular inspections of undertakings which come within the scope of the various labour Laws, the Labour Department ensures that the minimum rates are paid. During the year 1947, 346 inspections were performed under the Minimum Wage Law, as a result of which 132 prosecutions were instituted. Fines totalling £125 4s. 6d., were imposed by the Courts and workers received arrears of wages totalling over £1,200 in consequence of these inspections. The Labour Department also carried out 134 inspections and instituted 25 prosecutions in respect of the Employment of Women Law in 1947.

COMPENSATION FOR ACCIDENTS

The Workmen's Compensation Law, (Chapter 408) and its amending Laws, Law 35 of 1939, 71 of 1941 and 45 of 1942, provide for the payment of compensation to workers in respect of injuries received during or as a result of their employment, or to a workman's dependents in the event of his death.

OLD AGE PROVISION

There is no old age pension scheme at present in force in Jamaica, the only public assistance extended to the aged or sick being pauper relief provided under the Poor Relief Law, Chapter 53.

CHAPTER 3—PUBLIC FINANCE AND TAXATION**REVENUE AND EXPENDITURE**

In the course of the past six years the Annual Revenue and Expenditure of the Colony have more than doubled, having increased from approximately £3,600,000 in 1940-41 to approximately £8,000,000 in 1946-47. The Revenue and Expenditure to the nearest £1 under main heads for the three financial years ending on the 31st March, 1945, 1946 and 1947 were as follows:—

REVENUE

Head	Year ended 31.3.45	Year ended 31.3.46	Year ended 31.3.47
	£	£	£
Customs and Excise ..	3,401,370	3,731,656	4,500,136
Harbours, Dues, etc. ..	1,544	2,298	3,889
Licence and Other Internal Revenue ..	242,660	272,311	356,875
Fees of Office, etc. ..	35,935	42,512	48,617
Reimbursements ..	292,481	312,627	388,113
Post Office Department ..	247,346	347,903	286,591
Departmental Revenue ..	74,292	82,314	87,410
Irrigation Receipts ..	18,673	18,267	18,518
Direct Taxation ..	2,093,796	2,125,823	1,997,777
Currency ..	27,401	31,823	39,301
Rents ..	5,275	5,009	6,527
Interest ..	7,952	10,425	35,023
Miscellaneous Receipts ..	34,469	41,051	77,486
Total Ordinary Revenue ..	6,483,194	7,024,019	7,846,262
Land Sales ..	2,552	2,426	2,547
Loan Repayments ..	20,059	8,928	22,681
Colonial Development and Welfare Loans ..	38,247	58,237	51,424
Colonial Development and Welfare Schemes ..	603,640	558,080	286,557
Imperial Grants ..	860,894	95,989	179,415
Price Stabilization ..	..	..	..
Total General Revenue ..	8,008,586	7,747,679	8,388,887

**EXPENDITURE TO THE NEAREST POUND UNDER MAIN HEADS FOR THE
FINANCIAL YEARS ENDED AS UNDER**

Head	31.3.45	31.3.46	31.3.47
	£	£	£
Public Debt	488,227	496,083	492,580
His Excellency the Governor and Staff	9,200	11,250	9,962
Legislative Council	52,531	35,153	40,989
Administrator General	14,729	15,028	15,973
Agriculture—Part I	151,559	217,142	214,329
Agriculture—Part II	231,140	75,841	66,059
Agricultural Loan Societies Board	17,216	21,773	24,093
Attorney General	7,206	8,042	7,865
Audit	21,580	22,951	25,463
Bankruptcy	4,696	4,763	4,503
Board of Supervision	2,346	2,895	3,065
Broadcasting	4,063	4,866	5,917
Census	6,009	2,334	.. .. .
Central Bureau of Statistics .. .. .	.. .. .	3,219	6,814
Central Housing Authority	11,518	59,125	68,295
Collector General—Part I	177,142	183,357	196,052
Collector General—Part II	79,250	72,467	99,979
Commerce and Industries	30,964	18,013	22,669
Crown Solicitor	3,932	3,937	3,970
Currency	3,512	4,257	6,182
Defence	145,089	113,020	62,429
Education	567,854	651,112	686,385
Forest Department	21,021	29,117	25,156
Government Chemist	8,262	8,303	5,808
Harbours	5,886	6,563	13,442
Immigration .. .. .	.. .. .	5,044	6,956
Imperial Forces Allowances	34,915	31,920	21,647
Income Tax and Stamp Duties	39,906	58,380	80,179
Industrial School	21,408	24,123	26,579
Labour	43,054	29,398	31,575
Lands	49,408	61,375	62,553
Local Forces	5,725	5,391	6,384
Marine Board	401	427	406
Medical	485,743	545,190	613,730
Mental Hospital	95,457	107,273	147,998
Miscellaneous—Part I	78,713	145,721	174,251
Miscellaneous—Part II	609,726	632,665	798,126
Pensions	128,990	132,645	149,105
Pensions of Widows and Orphans	22,148	24,019	23,156
Police	431,870	441,992	526,050
Post and Telegraphs	294,204	303,822	300,033
Printing Office	69,441	57,304	64,469
Prisons	107,811	117,570	118,341
Railway—Deficit	153,524	181,614	256,177
Registrar General and Record Office	11,446	13,696	14,686
Registration of Titles	5,685	5,576	6,270
Relief Works Rehabilitation	256,131	118,834	130,680
Reserve Funds .. .. .	.. .. .	200,000	.. .. .
Resident Magistrates' Courts	62,334	68,205	72,774

Head	31.3.45	31.3.46	31.3.47
	£	£	£
Savings Bank	29,799	31,987	34,533
Secretariat	25,954	31,963	34,132
Social Services	37,443	44,994	42,219
Subventions	291,269	366,829	480,462
Supreme Court	14,663	17,100	18,994
Survey	21,203	23,633	26,376
Traffic Authority	10,105	10,744	10,693
Treasury	26,558	32,203	36,802
Public Works Department	98,122	106,182	115,319
Public Works Recurrent	512,767	599,812	633,290
Rio Cobre Canal	9,201	10,039	10,678
Public Works Extraordinary	338,803	362,700	164,002
Civil Aviation .. .. .	..	15,646	22,841
Total Ordinary Expenditure	6,488,859	7,036,627	7,370,445
Agricultural Credit	52,000	..	..
Price Stabilization	698,628	474,653	407,417
Rehabilitation Hurricane Damage	162,266	80,953	50,000
Loans and Long Term Advances	6,403	21,378	21,398
Total General Expenditure	7,408,156	7,613,611	7,849,260

PUBLIC DEBT

At the end of the calendar year 1947 the Colony's Public Debt stood at £10,780,843 representing approximately £8 per head of population, and the estimated value of the Sinking Funds accumulated towards the redemption of this debt was £1,891,314. The net debt was therefore approximately £8,900,000; which is equivalent to approximately one year's revenue. This debt consisted of:—

Inscribed stock raised in the United Kingdom	£3,620,300
Imperial Treasury Loan from the Colonial and Middle Eastern Services and Colonial Development and Welfare votes	£1,805,343
Local Debentures	£40,000
Local Registered and Inscribed Stock	£5,315,200

The Local Registered and Inscribed Stock included an issue of £250,000 made in 1942 to raise funds for re-loan to the United Kingdom on account of Imperial War Expenditure, and which is repayable from United Kingdom funds.

At the 31st March, 1947, the Colony's debt was £10,587,933; £75,000 was redeemed, and a further £267,910 issued in the period of nine months to the end of 1947.

The majority of the Colony's public loans now outstanding are repayable in 20 to 25 years from the date of issue.

ASSETS AND LIABILITIES

The following is the statement of Assets and Liabilities of the Colony at the 31st March, 1947:—

<i>Liabilities</i>				<i>Assets</i>			
	£	s.	d.		£	s.	d.
Loans	763,171	12	11	Loans and			
Deposits	2,426,729	12	11½	Advances	5,757,698	19	7½
Appropriated				Unallocated			
Funds	3,443,259	5	10	Stores	363,788	12	3
Treasury Bills	1,000,000	0	0	Appropriated			
Reserve and				Funds In-			
Insurance				vestment	3,232,618	10	7
Funds	373,058	18	1	Reserve and			
Unexpended				Insurance			
Loan Balance	590,609	1	11	Funds In-			
General Revenue				vestment	382,403	6	6
Balance	1,628,585	18	6	Cash Balance	488,905	1	3
	£10,225,414	10	2½		£10,225,414	10	2½

The investments on account of Reserve Funds of the Colony amounted to £382,403 at the 31st March, 1947, as shewn in the statement of Assets, and the amount was made up as follows:—

	£
Insurance Fund	104,267
Reserve Fund	278,136
	£382,403

Short-term borrowing by means of Treasury Bills was introduced in December, 1945, primarily to facilitate Government purchase and distribution of food materials, which has been an essential war-time requirement and still continues to be necessary in the post-war period. The present liability in respect of Treasury Bills is £1,000,000 which represents the limit authorised. The currency of the Bills is three months and the present rate of discount 2% per annum.

TAXATION

There are three main heads of taxation, *i.e.* Customs, Excise and Internal Revenue. The items of taxation falling within these heads and the yield therefrom in 1946-47 are given below:—

I—CUSTOMS DUTIES

Item	Yield for year ended 31.3.47
Import duty (of which £79,706 was on parcel post imports)	£2,996,864
Tonnage Tax	93,615
Passenger Duty	2,887
Export Duty	107
Lighthouse Dues	2,815
Harbour Dues	1,047
Licences—Customs Brokers	48
Fees—lumber measurers	2,271
Total	£3,099,654

II—EXCISE DUTIES

<u>Item</u>	<u>Yield for year ended 31.3.47</u>
Excise Duty on:	
Rum	£687,991
Beer	55,094
Tobacco	503,364
Edible Oil	11,334
Matches	37,206
Soap	15,045
Butter Substitutes	20,492
Aerated water	21,377
Cornmeal	1,488
Lard	6,882
Total	£1,360,273

III—INTERNAL REVENUE

<u>Item</u>	<u>Yield for year ended 31.3.47</u>
Entertainment Tax	£67,692
Licences	102,242
Fines and Penalties	4,993
Sales Tax on Rum	28,209
Judicial Revenue	37,854
Rio Cobre Irrigation Works	18,518
Postal Revenue:	
C.O.D. and C.C. Fees	£2,088
Stamps, sale of	223,099
M.O. and P.O. transactions	1,316
Postage Prepayment	3,385
Telegrams	26,676
Porterage	6,880
Sundries	14,655
	£278,099
Property Tax	67,263
Income and Sur Tax	1,191,746
Excess Profits Tax	572,913
Stamp Duty	113,644
Death Duties	128,010
Total	£2,351,675

TAXATION PER CAPITA

The following figures show the taxation per capita direct, indirect and total for the years 1903, 1945-46 and 1946-47.

1946-47

POPULATION—1,297,900

<i>Indirect Taxation</i>		<i>Direct Taxation</i>	
	£		£
Customs	3,208,138	Income Tax	1,959,932
Excise	1,417,159	Excess	
Entertainment Tax	67,692	Profits Tax	
		Land and	
		Property	
		Tax	
		Death	101,848
		Duties	
		Licences	5,139
		Fees, Petty	28,194
		Sessions	113,644
		Sales Tax—	
		Rum	
		Stamp	
		Duties,	
		various	
		Parochial	
		Revenue	£676,888
		Less Debits	722
			676,166
Total	£4,692,989		£2,884,923

Grand Total—£7,577,912

Taxation per capita:

	1903				1945-46				1946-47			
Indirect	..	£0	13	1 = 70%	£3	3	3 = 58%	£3	12	4 = 62%		
Direct	..	0	5	6 = 30%	2	6	5 = 42%	2	4	5 = 38%		
Total	..	£0	18	7 = 100%	£5	9	8 = 100%	£5	16	9 = 100%		

CUSTOMS TARIFF

Import Duties—(under the Customs Law, 1939)

The general advalorem duty is 20% and the preferential rate to the British Empire is 15% with variations in the duties on various classes of goods, in addition to specific duties on certain articles falling chiefly under the heading of Apparel, Drink, Food or Tobacco. The highest advalorem rate of Import Duty assessable is on Perfumes and Scents (45% Preferential, 50% General).

Certain articles are admitted free of duty, consisting chiefly of goods imported for the use of Government, the Parochial Boards or His Majesty's Naval and Military Forces, Printed Books, Passengers' personal and household effects, Manures, Fertilisers, Insecticides, Agricultural Implements, etc.

The value of any imported goods for the assessment of Import Duties is the value at the port of importation including freight, insurance and other charges incidental to the delivery at the port of importation, but not including Customs Duties.

The following Trade agreements and Laws affect the Customs Tariff of Jamaica:—

- (i) Trade agreement between the United Kingdom and United States of America (of November, 1938).
- (ii) Trade Agreement between the United Kingdom and Canada (of February, 1937).
- (iii) The United States Bases (Agreement) Law No. 2 of 1945 exempting from Import Duty or other Tax, goods imported for the use of the United States Authorities.
- (iv) The Tonnage Tax Law No. 7 of 1946 as amended by Law 5 of 1947, imposing additional Tax on specified articles imported into the Island.
- (v) The Hotels Aid Law No. 55 of 1944 as amended by Law 18 of 1947, for the encouragement of the Hotels Industry by granting certain relief in respect of Customs Duties, Excise Duties, Tonnage Tax and Income Tax.
- (vi) The Customs (Amendment) Law No. 6 of 1947 empowering the Collector General to reduce, in respect of goods conveyed into the Island by air, the amount of freight charges to be added to the value of the goods for purposes of assessment of duty to not less than one quarter.
- (vii) The Textile Industry (Encouragement) Law No. 52 of 1947, to encourage the establishment of a Textile Industry and making provision for the granting of certain relief from Tonnage Tax and Customs Duty.

Export Duty—

The only export duty payable is that prescribed by the Export Duty (Spirits) Law, under which all spirits, wines and spiritous liquors (other than rum manufactured in Jamaica) exported or shipped from this Island are liable to Export Duty varying from 5/- per case to £12 10s. per puncheon.

EXCISE DUTIES

Excise Duties are imposed on the following goods:—Aerated water, Beer, Coconut Products (*i.e.*, Soap, Butter and Lard Substitutes) Cornmeal, Edible Oil, Matches, Spirits, Cigars, Cigarettes and Manufactured Tobacco.

The items which produce the most revenue are:—

Beer	..	..	1/4½d. per gallon
Butter Substitutes	..	..	15/- per 100 lbs.
Soap	..	..	3/6 per 100 lbs.
Matches	..	..	4/6½d. per gross boxes of 50
Spirits	..	..	20/- per gallon
Tobacco Cigars	..	..	1/- to 4/- per 100
Cigarettes	..	..	8d. for 100
Manufactured Tobacco	..	..	2/- per lb.

Manufacturers of the above mentioned excisable goods are licensed, the license fees ranging from 10/- to £30. The Excise Duties and License Fees payable are prescribed in the schedules to the Excise Duty Law, No. 73 of 1941.

STAMP DUTIES

Stamp Duty is payable on almost every kind of document or instrument whereby transactions are affected by the public. A statement of the documents affected and the duty payable thereon is given in the Schedule to the Stamp Duty Law, Chapter 197, as amended by Laws 18 and 48 of 1939, 52 of 1940 and 24 of 1943. These duties range from 2d. on certain land tenancy agreements and Bills of Exchange to £150 on a Banker's Licence, and are payable on such Instruments as Articles of Clerkship to a Solicitor or Attorney (£50), Bills of Lading, Bills of Sight, Bonds, Certificates, Conveyances, Deeds, Leases, Letters of Attorney, Licences Mortgages, Naturalization, Passports Shares, Warrants, etc.

INCOME TAX, SUR-TAX AND EXCESS PROFITS TAX

Income Tax is payable on the income of all persons or Companies resident in Jamaica, whether British subjects or not, and on the incomes of all other persons or Companies (whether British subjects or not) to the extent that the income is derived from sources within the Colony.

The year of assessment is the Calendar year. The income of a married woman living with her husband is deemed to be his income for the purposes of Income Tax where the joint incomes exceed £400 p.a. Individuals are allowed exemption in respect of Life Insurance premium up to 1/6th of their income or £150, while a married man is allowed deductions of £80 for his wife, £40 for his first child and £20 for each subsequent child.

Income Tax is payable on the chargeable income of individuals and in ascertaining such chargeable income an abatement of £200 is allowed where the income does not exceed £700, or £150 where the income exceeds £700 at the following rates:—

			s.	d.
For every pound of the first	£100		0	7
Ditto ditto next	£100		1	2
Ditto ditto	£100		1	9
Ditto ditto	£100		2	4
Ditto ditto	£100		2	11
Ditto ditto	£100		3	6
Ditto ditto	£100		4	1
Ditto ditto	£150		4	8
Ditto	The remainder		7	6

The income Tax payable on the income of Companies is at the rate of 7/6 in the £1 and on the income of Building Societies at the rate of 3/9 in the £1.

Sur-Tax—

In addition to income Tax the total income of an individual where it exceeds £2,000 per annum, (prior to the deductions for Abatement, Wife, Children and Life Insurance) is liable to Sur-Tax in respect of the excess over £2,000 at the following rates:—

		s.	d.
For every pound of the first	£1,000 of such excess	1	3
Ditto ditto next	£1,000	2	6
Ditto ditto	£1,000	3	9
Ditto ditto	£1,000	5	0
Ditto ditto	£1,000	6	3
Ditto ditto	remainder	7	6

The amount of Income Tax (including Sur-Tax) payable by a single person at different scales of income is as follows:—

Income	Tax Payable		
£	£	s.	d.
200	Nil		
500	17	10	0
750	61	5	0
1,000	116	13	4
1,500	304	3	4
2,000	491	13	4
5,000	1,991	13	4
10,000	5,554	3	4

The amount of Income Tax (including Sur-Tax) payable by a married man with wife and three children, at different scales of income is as follows:—

Income	Tax Payable		
£	£	s.	d.
200	Nil		
500	5	5	0
750	35	0	0
1,000	79	12	6
1,500	244	3	4
2,000	431	13	4
5,000	1,931	13	4
10,000	5,494	3	4

Excess Profits Tax is payable at the rate of 66 2/3% of the excess over standard profits in any one year, the minimum standard profits being £1,500, as prescribed by the Excess Profits Tax Law, Law 65 of 1941, and amending Laws. (A Law has been passed in 1947 repealing the tax entirely in respect of profits earned after the 1st of January, 1947.)

DEATH DUTIES

Death Duties fall under three heads, *i.e.*, Estate Duty, Legacy Duty and Succession Duty.

Estate Duty is a tax on all property, real or personal, settled or not settled, which passes on the death of a deceased person. The tax is operated on a sliding scale varying from 2.2 per centum in the case of estates exceeding £500 and not exceeding £1,000 to 40 per centum in the case of estates exceeding £500,000. No regard is had to the relationship of beneficiaries in determining the rate at which estate duty is payable. The rates of duty payable are shewn in the Estate Duty Law, Chapter 194, as amended by Laws 47 of 1939 and 49 of 1940.

Legacy Duty is a tax upon personal property passing under wills or intestacies. Surviving spouses are exempt from this tax. The rate of duty varies from 1 per centum for lineal relations to 10 per centum for strangers. The duties payable are shewn in the Legacy Duty Law, Chapter 196.

Succession Duty is a tax on gifts of property to which any person becomes entitled upon the death of another. This tax is wider in scope than the Legacy Duty as it charges all property passing on a death under deeds and other instruments as well as under wills and intestacies, whilst Legacy Duty is limited to personal property passing under wills and intestacies. The tax is on a graduated scale similar to that payable for legacy duty. Property which has been charged with legacy duty is exempt from Succession Duty. The Duties payable are shewn in the Succession Duty Law, Chapter 195, as amended by Section 24 of Chapter 194.

CHAPTER 4—CURRENCY AND BANKING

The following are legal tender in Jamaica:—British Gold and Silver coins, Jamaican nickel and bronze alloy coins (penny, half-penny and farthing), Jamaica Government currency notes and currency notes of the Local Commercial Banks. Nickel coinage is no longer issued and is being withdrawn but some of it is still in circulation. Accounts are kept in sterling.

The following table sets out the Government Currency Note transactions during the year ended 31st March, 1947:—

De-nomin- ation	In circulation on 31.3.46	Issued during the financial year 1946-47	Redeemed during the financial year 1946-47	In circulation on 31.3.47
2/6	£109	£	£	£109
5/-	214,760 5/-	205,850	194,538 15/-	226,071 10/-
10/-	318,441 10/-	193,600	217,023	295,018 10/-
20/-	1,851,564	474,200	571,415	1,754,349
£5	529,630	20,000	1,570	548,060
Total	2,914,504 15/-	893,650	984,546 15/-	2,823,608

On the 31st March, 1947, the Jamaica nickel and bronze alloy coins in circulation were as follows:—

<i>Nickel coinage</i> (unspecified)	£15,813
<i>Bronze Alloy:</i> —	
Pennies	£22,090
Half-pennies	9,355
Farthings	1,585
	<u>£48,843</u>

The value of currency notes in circulation on the 31st December, 1947, was as follows:—

Government Currency Notes	£2,696,250 10/-
Bank of Nova Scotia Notes	37,932
Barclays Bank (D.C. & O.) Notes	22,628
Royal Bank Canada Notes	8,450
Canadian Bank of Commerce	6,276
	<u>£2,771,536 10/-</u>

The Government currency notes in circulation on the 31st December, 1947, were of the following denominations:—

2/6	£109
5/-	212,064
10/-	278,742 10/-
20/-	1,664,185
£5	541,150
	<u>£2,696,250 10/-</u>

There are four commercial Banks operating in Jamaica, all of which have their head offices in Kingston. They are:—

The Bank of Nova Scotia

Barclays Bank (Dominion, Colonial and Overseas)

The Royal Bank of Canada

The Canadian Bank of Commerce.

The Bank of Nova Scotia has 12 country branches, Barclays Bank 8, and the Royal Bank of Canada 1.

The Government Savings Bank, with its Head Office in Kingston and 179 branches at Post Offices throughout the Island, is used by a large number of small depositors, its interest rates being slightly higher than those allowed by the commercial Banks. The amount at credit of depositors in the Savings Bank on the 31st March, 1947 was £2,914,492.

CHAPTER 5—COMMERCE

Total Trade

The steady upward trend in the value of the total trade of Jamaica continued in 1947, imports contributing mainly to the enormous increase. This was no doubt influenced by the temporary relaxation of controls during the year. Most commodity groups, with the exception of food, showed definite gains in volume over 1946. The estimated commodity trade for the year 1947 is £28,175,000, of which imports account for about £17,911,000, and exports for about £10,264,000. The value of total trade for 1947 increased 145 per cent. over the value of the pre-war year 1938. Imports recorded an increase of 176 per cent. and exports 104 per cent. over this base year. Imports and exports advanced 84 per cent. and 30 per cent., respectively, over the corresponding figures for 1946 which was then considered an outstanding year.

TABLE I

Values (in £'000) of Imports and Exports for the years 1947-1938

Year	TOTAL TRADE		IMPORTS		EXPORTS			
	Value	Index	Value (c.i.f.)	Index	Total exports		Domestic Ex- ports	Foreign Ex- ports
					Value (f.o.b.)	Index		
	£'000		£'000		£'000		£'000	£'000
1947 (Est.)	28,175	245	17,911	276	10,264	204	9,965	299
1946	21,206	184	12,452	192	8,754	174	8,575	179
1945	14,555	126	9,596	148	4,959	99	4,786	173
1944	13,453	117	8,973	138	4,479	89	4,342	137
1943	11,549	100	7,311	113	4,237	84	4,040	197
1942	9,566	83	5,515	85	4,051	80	3,860	192
1941	10,484	91	6,517	100	3,967	79	3,801	166
1940	9,367	81	6,154	95	3,213	64	3,054	159
1939	11,271	98	6,507	100	4,765	95	4,646	119
1938	11,518	100	6,485	100	5,033	100	4,926	107

Imports

During 1947, the Island received adequate supplies of essential commodities. Price controls were maintained. The supply position in regard to building materials still remained difficult, although towards the end of the year the situation showed a slight improvement. The quantity of wheaten flour imported decreased as a result of increased prices and in view of the fact that larger quantities of rice were available.

Arising out of the dollar crisis in the second half of the year, it was necessary to adopt a policy eliminating the importation of luxury and semi-luxury goods and those articles which could be manufactured locally. It was also necessary to restrict imports generally to the Island's minimum essential needs, with a view to improving the balance of commodity trade.

The estimated total value of imports for 1947, is, as indicated above £17,911,000 as against £12,452,000 for 1946, and £6,485,000 for 1938. The figures for 1947 and 1946 reveal increases of 176 per cent. and 92 per cent., respectively, above the 1938 base figure. Quantities and corresponding values of principal import items are given in Table II below.

Import values are assessed, for customs duty purposes, on a c.i.f. basis. Therefore, except in the case of specific duty items, increases in the value of imports are directly reflected in the total amount of customs duty collected. Appreciable increases over 1946 appear in the 1947 figures for cotton and artificial silk piece-goods,¹ cement, lumber and motor spirit, whilst slight decreases are shown in the food items.

TABLE II

Quantity and Value (in £'000) of a number of leading commodities of imports during the years 1947 (estimated) 1946 and 1938

Commodities	Unit	1947 (Est.)		1946		1938	
		Quantity in '000	Value c.i.f.	Quantity in '000	Value c.i.f.	Quantity in '000	Value c.i.f.
Total imports .. ..		..	£'000 17,911	..	£'000 12,452	..	£'000 6,485
Art. Silk piece goods ..	yds.	4,844	772	2,661	350	4,102	112
Boots and shoes ..	doz. prs.	66	476	50	313	114	202
Cotton piece goods ..	yds.	20,696	1,681	15,841	1,031	25,847	388
Cement ..	brls. of 375 lbs.	295	305	187	103	178	88
Coal ..	ton	65	160	52	163	143	160
Car and truck parts, tyres and tubes ..	£	..	415	..	231	..	119
Fish, dried, salted ..	lb.	13,280	584	14,160	615	18,239	212
Flour, wheaten ..	bag	601	1,988	643	1,526	414	452
Glass and Glassware ..	£	..	289	..	225	..	60
Hardware ..	£	..	444	..	343	..	173
Lumber, all kinds ..	ft.	13,857	484	8,932	237	16,063	150
Machinery, agricultural ..	£	..	143	..	210	..	270
Metals, all kinds ..	£	..	238	..	323	..	89
Medicines and drugs ..	£	..	155	..	185	..	88
Milk, condensed ..	lb.	2,733	100	3,787	125	9,900	144
Motor cars and trucks ..	£	..	752	..	284	..	237
Oil, motor, spirit ..	gals.	9,350	196	7,069	168	8,118	146
Paper, all kinds ..	£	..	484	..	318	..	131

The estimated 1947 value of imports from Great Britain and Canada indicates a sustained increase of £781,000 and £719,000, respectively, over 1946, while the value of imports from the United States of America is nearly double the 1946 value. The value of 1947 imports from Canada, the United States of America and the United Kingdom has risen 394 per cent., 350 per cent. and 64 per cent., respectively, over the 1938 base figure. Table III below shows the value of imports according to countries of origin for the years 1947, 1946 and 1938.

TABLE III

C.I.F. value of imports (in £'000) according to principal countries of origin for the years 1947, (estimated) 1946 and 1938.

Country of origin	1947 (Est.)		1946		1938	
	Value £'000	%	Value £'000	%	Value £'000	%
All Countries ..	17,911	100.	12,452	100.	6,485	100.
Br. Countries ..	9,897	55.3	7,979	64.1	4,130	63.7
United Kingdom ..	3,452	19.3	2,671	21.4	2,109	32.5
Canada ..	5,012	28.	4,293	34.5	1,014	15.6
Australia ..	71	.4	2	..	119	1.8
India ..	248	1.4	98	.8	55	.8
Newfoundland ..	508	2.8	461	3.7	186	2.9
Trinidad ..	405	2.3	309	2.5	253	3.9
Other ..	201	1.1	145	1.2	394	6.2
Foreign Countries ..	8,014	44.7	4,307	34.6	2,166	33.4
United States of America ..	6,197	34.6	3,200	25.7	1,359	21.0
Dutch West Indies ..	336	1.9	356	2.9	157	2.4
Other ..	1,481	8.2	751	6.0	650	10.
Parcel Post ..	distributed among the various Countries					
			166	1.3	188	2.9

Domestic Exports

Exports, valued on an f.o.b. basis, have been estimated at £9,965,000, an increase of approximately £1,390,000 and £5,039,000, respectively, over the 1946 and 1938 values of exports. The most striking increases in value for 1947 occurred in rum which rose to £613,000 in excess of the 1946 export figure; bananas which rose to £457,000 in excess of

1946; and cigars which rose to £279,000 in excess of 1946. Quantities and corresponding value of principal items of domestic exports for the years 1947, 1946 and 1938, are shown in Table IV below.

TABLE IV
Quantities and f.o.b. value (in £'000) of principal items of domestic exports for the years 1947, 1946 and 1938

Commodities Unit	1947 (Est.)		1946				1938	
	Quantity '000	Value f.o.b.	%	Quantity '000	Value f.o.b.	%	Quantity '000	Value f.o.b.
Total domestic exports		£'000			£'000			£'000
Banana stem	5,682	2,088	100	5,813	1,631	100	23,811	4,926
Cocoa lb.	4,069	126	21	3,191	70	19	5,282	2,917
Citrus Pulp lb.	10,221	111	1	15,814	141	2	..	47
Coffee lb.	2,748	117	1	2,228	106	1	9,462	133
Ginger lb.	4,751	153	2	3,889	160	2	2,931	51
Pimento lb.	2,519	118	1	3,979	186	2	8,677	207
Rum gallon	2,369	2,560	26	1,995	1,947	23	900	248
Sugar ton	133	2,775	28	149	2,762	32	105	859
Tobacco, cigars lbs.	496	827	8	365	548	6	32	17

The estimated value of domestic exports for 1947 according to principal countries of destination is shown in Table V below, together with corresponding values for the years 1946 and 1938. Exports to the United Kingdom increased in 1947 by more than £2,000,000 over 1946 and represent 79 per cent. of Jamaica's overseas market. The 1947 estimate of domestic exports to Canada represents only 14 per cent. of the overseas market, or a decrease of 12 per cent. under the 1946 figures, while the value of exports to the United States of America represents only 3 per cent. of the overseas market.

TABLE V
f.o.b. value (in £'000,) of domestic exports according to principal countries of destination for 1947 (estimated), 1946 and 1938

Country of Destination	VALUE (IN £'000) OF EXPORTS					
	1947 (Est.)		1946		1938	
	Value	%	Value	%	Value	%
	£'000		£'000		£'000	
All Countries	9,965	100	8,575	100.	4,926	100.
British Countries	9,460	94.9	7,954	92.8	4,276	86.8
United Kingdom	7,864	78.9	5,466	63.7	2,914	59.1
Canada	1,358	13.6	2,226	26.	1,309	26.6
Other	230	2.4	262	3.1	53	1.1
Foreign Countries	505	5.1	570	6.6	633	12.8
United States of America	293	2.9	438	5.1	181	3.6
Panama	32	.4	30	.3	8	.2
Other	180	1.8	102	1.2	444	9.0
Parcel Post	distributed among the various countries					
..			52	.6	17	.4
..						

Foreign Exports—

The value of foreign exports amounted to £299,000, which is an increase of £120,000 over the 1946 value and more than double the 1938 value.

Balance of Trade—

The adverse balance of total commodity trade for the year 1947 has been estimated at the record figure of £7,648,000—nearly £4,000,000 over the 1946 balance of £3,697,000 and over £5,000,000 above the 1938 balance.

TABLE VI

Average unit value of some of the principal commodities imported (c.i.f. value) and exported (f.o.b. value) during the years 1947 and 1938 with index numbers for the years 1947, 1946, and 1938

Commodity	Unit of Quantity	Average unit value in £		Index number (1938=100)	
		1947 (Est.)	1938	1947 (Est.)	1946
<i>Imports:</i>					
Art. silk piece goods ..	100 yds.	15.94	2.72	586.03	483.82
Boots and Shoes ..	doz. prs.	7.21	1.77	407.34	353.67
Cotton piece goods ..	100 yds.	8.12	1.5	541.33	434.
Coal ..	tons	2.46	1.12	219.64	277.67
Fish, dried, salted ..	100 lbs.	4.40	1.16	379.31	374.13
Ham ..	bg. 196 lbs	3.31	1.10	300.91	215.45
Lumber, all kinds ..	100 ft.	3.49	.93	375.27	277.41
Milk, condensed ..	100 lbs.	3.66	1.45	252.41	227.58
Oil, motor, spirit ..	'000 gals.	2.11	1.79	117.88	132.40
<i>Exports:</i>					
Bananas ..	100 stems	36.75	12.25	300.	228.97
Cocoa ..	100 lbs.	3.1	.89	348.31	246.06
Coffee ..	100 lbs.	4.25	1.40	303.57	340.71
Ginger ..	100 lbs.	3.24	1.74	186.21	236.20
Pimento ..	100 lbs.	4.68	2.39	195.82	194.97
Rum ..	gallon	1.08	.28	385.71	353.57
Sugar ..	ton	20.86	8.18	255.01	227.13
Tobacco ..	lb.	1.67	.53	315.09	283.01

The increasing value of Jamaica's total commodity trade which reached phenomenal proportions in 1947 primarily reflects the considerable increase in world market prices for imports and to a lesser degree for exports. Whilst it is recognised that the general volume of trade during 1947 increased, yet price levels remain the determining factor in the sharp rise in values. The satisfactory narrowing of the gap between import and export values for the year 1946 receded in 1947 to the alarming position of imports having exceeded exports by 80 per cent. as against 50 per cent. in 1946, at a time when such appreciable invisible exports as Farm Workers' earnings have diminished considerably. However, the development of the tourist trade, as another source of invisible exports, offers good prospects.

CHAPTER 6—PRODUCTION

PRINCIPAL PRODUCTS

The economy of Jamaica is predominantly agricultural, with approximately one-half of the total available labour force engaged in agriculture and allied occupations. The remainder of the working population is engaged mainly in the building trades, cottage industries, fishing, rendering services, processing, manufacture of goods for local consumption and export, and in routine operations such as shoe making, shoe repairing, tailoring, baking, etc.

The Colony's main production during 1947 is indicated by its exports with values as shewn below:—

Crops	Value of Exports in 1947
Sugar	£2,775,929
Rum	2,560,485
Bananas	2,088,124
Cigars	827,245
Logwood and logwood extracts ..	232,793
Citrus	230,641
Ginger	152,573
Cocoa, raw	126,242
Pimento	117,654
Coffee	100,737
Honey	46,349

ORGANISATION OF PRODUCTION

Sugar

The sugar industry is amongst the oldest of the Colony's agricultural industries. It suffered a decline between the two world wars but conditions brought about by the latter and by the ravages of Panama and Leaf Spot Diseases of bananas which caused a rapid decline in the banana industry, have placed sugar in the first place among exports.

Sugar is manufactured at 26 factories throughout the island, the capacity of each of which varies from 2,500 to 40,000 tons per annum. The factories, with few exceptions, are modern and well run and compare favourably with those of other sugar producing countries. They are all privately owned and located in areas suited to the growing of sugar cane. Factory owners as a general rule possess large plantations adjacent to the factories. The largest proprietors are at present The West Indies Sugar Co., Ltd. The canes used in the factories are obtained from these plantations and from the estates of small farmers, the latter supplying about one-third of the canes ground.

In January, 1943, when the last census was taken there were approximately 65,000 acres of cane cultivation in the island. This acreage has increased since then as large and small farmers have steadily increased cultivation. It is undoubtedly the most valuable and best farmed crop in the island. Further expansion is possible given assured markets.

The total production of sugar during the year 1947 amounted to 170,254 tons as against 177,885 tons in 1946. Of this quantity 111,458 tons valued at £2,775,929 were exported to the United Kingdom and the balance used locally. The Ministry of Food has agreed to purchase all sugar produced in the Colony up to 1949 less the quantity required for local consumption.

The industry is well organised; the interests of the small farmers are represented by the All-Island Cane Farmers Association while those of the manufacturers relating principally to marketing, technical efficiency and research are the concern of the Sugar Manufacturers Association (of Jamaica) Ltd. The industry is under the supervision of the Sugar Control Board, a statutory body created under Law 43 of 1937—(Cap. 302), of which the Hon. R. B. Baker, O.B.E., is chairman.

The British West Indian Sugar Technologists' Conference which was organised by the British West Indies Sugar Association (Inc.) was attended by a large number of delegates from the British West Indian islands and proved most valuable to all who attended.

Rum

At present the only commercial by-product of importance from the manufacture of sugar is rum. Each of the 26 sugar factories operates a distillery for the production of rum and alcohol. In 24 of these distilleries rum is manufactured exclusively. Jamaica Rum has earned a good and widely known reputation, has always been in great demand and has fetched high prices in the English, European and American markets. A large amount is consumed locally and excise duties levied thereon constitute an important source of Government revenue.

The value of rum exports has risen steadily from £195,000 in 1936 to £2,560,485 in 1947.

Food yeast is being produced on a small scale in a factory attached to Frome Sugar Central.

Bananas

Up to the year 1939 bananas were the Colony's chief export crop when an average of 18,000,000 stems were exported annually. Due to war conditions and the ravages of Panama and Leaf Spot diseases production has rapidly declined. The hurricane of August, 1944 which destroyed over 90% of trees in the affected areas also dealt the industry a severe blow. Vigorous efforts have, however, been made to resuscitate the industry. Assistance loans were made available to farmers by Government to replant damaged fields and to extend cultivations. A scheme for the statutory insurance of cultivations damaged by hurricanes was prepared and a Banana Insurance Board established by Law 9 of 1946, which deals with all claims for damage by windstorm. Funds for the purpose are provided by a cess on each bunch bought for export. The price of bananas was increased during the year to 7/2 per count bunch, to encourage farmers to extend their cultivations. In addition to these measures, spraying of plants to control Leaf Spot disease is undertaken by the Banana Leaf Spot Control Board, the cost of which is at present met by a cess imposed on all fruit exported from the island.

Notwithstanding the many efforts to increase production, the industry shewed no improvement during the year. A total of 5,955,000 stems valued at approximately £2,560,485 was exported to Great Britain in 1947. The Ministry of Food has undertaken to purchase 80 per cent. of all bananas produced up to December, 1948.

The marketing of bananas is controlled by the Government Banana Purchases Department under the direction of the Commissioner of Commerce and Industries. The Fruit Companies act as agents for the Department for the purchase of fruit and the loading of ships. There is a Banana Executive Committee which acts in an advisory capacity.

Two officers of the Department of Scientific and Industrial Research have been seconded to the Department of Commerce and Industries for the purpose of carrying out experiments in gas refrigeration of

bananas. Work on these experiments is proceeding. Cold storage trials of selected varieties of seedling bananas are also being undertaken and trial shipments of such varieties are expected to be made during 1948.

The industry is well organised. The Jamaica Banana Producers' Association which was formed in 1929 for the co-operative marketing of bananas and which, prior to the war, owned and operated a fleet of ships, has been largely responsible for the maintenance of a high price level. At present the operations of Fruit Companies are conducted on a pooled basis, the Commissioner of Commerce and Industries being the sole exporter. The recently formed All-Island Banana Growers' Association takes care of the interests of growers.

Cigars

The export of cigars is of growing importance. During the war Cuban cigars were denied entry into the United Kingdom owing to the necessity to restrict imports from hard currency areas and Jamaica succeeded in capturing a large portion of the trade. Export of cigars increased from £17,000 before the war to £827,245 in 1947 representing approximately twenty-five million cigars, most of which went to Great Britain. Cigars therefore ranked fourth in the order of Jamaica exports.

The manufacture of cigars and cigarettes is carried on by private Companies and individuals.

The cultivation of tobacco is expanding. It is grown by the Companies and by small cultivators who sell to them. Two types are grown in the island—a common variety known as "Creole" and a high grade cigar type used in the manufacture of cigars and cigarettes.

Pimento

Jamaica is almost the sole producer of pimento, a pungent spice which is valued as a food preservative. The berries are gathered at maturity from trees which grow in certain areas of the island and cured for export. The crop is marketed by the Department of Commerce and Industries.

An increased demand in Overseas markets developed for this article towards the close of the year. The Board of Trade have been requested to lend assistance in effecting sales to countries which were large pre-war importers of this commodity.

Ginger

Ginger is grown almost entirely on small holdings and is a valuable industry, but has contributed much in the past to soil impoverishment. Recently the demand for it has declined. The crop is marketed by the Department of Commerce and Industries.

Logwood and Logwood Extracts

Logwood flourishes in the low lying southern and south-western areas of the island. The dye is extracted from the trees and roots and exported by a private Company, the West India Chemical Works, at Spanish Town. Exports of the wood are also made by produce merchants, but the market for logwood has declined in recent years due to competition from synthetic dyes. Research work recently undertaken in the United Kingdom indicates, however, that it has further commercial possibilities.

Coffee

The coffee industry is a valuable and important one and large areas of the island are particularly suited to its cultivation. It is grown all over the island on small holdings and larger estates owned by private individuals and a small number of Export Companies. The estates which produce the best coffee are situated on elevations above 2,000 feet.

The entire exportable surplus of this crop was sold to the Ministry of Food in the United Kingdom. The Department of Commerce and Industries has entered into a five-year contract with the Ministry, which commences on the 1st of January, 1948, for the sale of the entire exportable surplus of coffee. A small quantity of triage coffee will, however, be available for export to Barbados as previously. The purchase and selection of coffee, with the object of ensuring the maintenance of the high standard of quality required abroad, are dealt with through the Coffee Clearing House administered by the Department of Commerce and Industries.

Citrus

Citrus is grown mainly on small estates and holdings throughout the island owned by private individuals though some of the larger Citrus Companies possess citrus plantations. A great deal of interest is being taken in the commercial possibilities of citrus and citrus products and steps are being taken to expand the industry as there are ready markets for grapefruit, oranges (bitter and sweet), limes, lime juice, orange oil, citrus pulp and processed fruit.

In 1943, about 10,000 acres were under citrus cultivation but this area has since been increased. The Department of Agriculture, the Citrus Growers' Association and the Jamaica Agricultural Society have taken particular interest in the industry, and growers are being encouraged to extend fields.

The Citrus Growers' Association takes care of the interests of growers, and the marketing of the crop is undertaken by the Department of Commerce and Industries, the entire production being sold to the Ministry of Food, with the exception of small shipments to New Zealand.

Honey

The honey produced in Jamaica is gathered by bees from several kinds of flowers and varies in colour and quality. The best honey is obtained from areas where logwood trees abound. There are ready markets for Jamaica honey and the industry is expanding. During the year 1947, 1,331 apiaries consisting of 56,483 colonies were registered. The recently constituted All-Island Bee Farmers' Association takes great interest in the industry; marketing of the crop is undertaken by the Department of Commerce and Industries.

Cocoa

This industry declined considerably during the last forty years, being unable to compete with banana, and present production from small holdings is now approximately 2,000 tons per annum. No serious diseases occur. Efforts are being made to revive the industry which is ideally suited to large areas of the island. No processing is done in Jamaica. The entire crop is sold to the Canadian Government through the Department of Commerce and Industries.

Maize

There is a cornmeal factory owned by the Government of Jamaica and operated by the Department of Commerce and Industries. It commenced operations in 1940 and has a production capacity of about

120,000 98 lb. half bags of meal per annum, which represents about one half of the Island's cormeal requirements. During 1947 production mounted to 113,600 half bags. Corn prices have steadily risen, owing to the factory's operations, from about 3/6 a hundred pounds before the war to 24/- and over a hundred pounds at the present time. A price of 21/6 a hundred pounds has been guaranteed by the Government up to 30th of September, 1948.

Sisal

There is a large sisal factory and plantation owned by the Jamaica Government and operated by the Department of Commerce and Industries, as a project for the relief of unemployment in Southern Saint Elizabeth, which is a derelict area of the Island. The factory's entire output of sisal is sold to two local rope factories, namely, Hunt's Pen Cordage Company and Jamaica Cordage Company.

Coconuts

The 1943 Census revealed that there were over 5,000,000 trees producing about 130,000,000 nuts per annum of which some 17,000,000 were exported principally to the United States of America and Canada for the confectionery trade. Most of the remainder was used for the manufacture of edible oil, soap, margarine and lard, the bulk of which was consumed locally, while a portion was exported to other British West Indian Colonies.

The hurricane of August, 1944, which did most damage along the north side of the island, destroyed about 44 per cent. of existing trees, and damaged a large amount of the remainder. Bulk exports have since been prohibited on account of shortage of essential fats and it will be some years before the export trade can be resumed. With the assistance of the Imperial Government, steps were taken to resuscitate the industry. Nurseries were established to provide planting material for distribution to growers and Government loans were made available to farmers through the Agricultural Loan Societies Board for replanting fields in the areas most seriously affected. Government is at present exploring the possibility of a scheme for the statutory insurance of coconut plantations against damage by hurricanes.

The "Unknown Disease" of coconuts which made its appearance in the west end of the island about ten years ago continues to destroy palms in that area. Mycological investigations are being carried out by the Department of Agriculture to determine the cause, and affected trees are destroyed in an effort to arrest the spread of the disease.

The Jamaica Coconut Producers Association, a co-operative body, represents the interests of growers and the manufacture of coconut products is carried on at two main factories. The industry is assisted and controlled by the Coconut Industry Board, the Coconut Control Authority and the Coconut Products Board.

Edible Oils

The coconut industry is regulated by the Coconut Industry Board which came into being in 1942. The value of the products manufactured by the two main factories, namely, Soap and Edible Products, Limited, which is owned and operated by the Coconut Industry Board, and Caribbean Products, Limited, mounted in 1947 to £876,400 at wholesale prices. Owing to the severe hurricane of August, 1944, which destroyed a large portion of the Island's coconut groves, there has been an acute shortage of locally manufactured coconut products, which is being gradually overcome as the recovery of the industry progresses. For

this reason, there is little prospect, for some time, of the industry resuming any export operations since local manufacturers require approximately 9,000 tons of copra per annum. (The 1947 copra production of the Island totalled about 3,800 tons compared with less than 2,600 tons in 1946). Imports of oils and fats are still being made so as to fill the gap between the quantity needed and the quantity now produced. It is possible however, in the absence of any further catastrophe, that recovery in 1948 may substantially reduce the discrepancy between the Island's production and its requirements. The main products manufactured are lard and lard substitutes, margarine, soap and edible oil.

Condensed Milk

In 1940, a milk condensery was opened at Bog Walk in St. Catherine by Messrs. Nestles, Ltd. It provided great impetus to the expansion of the dairy industry as it purchases surplus milk produced all over the island at remunerative prices, collecting it by trucks along set routes for transport by rail to the factory. In 1947 the condensery purchased 7,260,689 quarts of milk as against 5,603,614 quarts during the previous year. The total production since the condensery commenced manufacture in 1940 is shewn below, all of which is consumed locally:—

1940	..	36,477	cases	condensed	milk
1941	..	75,534	"	"	"
1942	..	80,421	"	"	"
1943	..	81,720	"	"	"
1944	..	93,138	"	"	"
1945	"	120,285	"	"	"
1946	..	130,000	"	"	"
1947	..	187,055	"	"	"

The Company aims at supplying the entire needs of the Island during 1949.

Animal Husbandry

The livestock industry of the island continued to expand. As a result of war conditions the Colony has had to depend largely on local supplies of fresh milk and beef and this has resulted in great improvement of the industry. The last Census taken in 1943 shewed the livestock population as follows:—

Horses	..	13,312	Mules	..	25,572
Donkeys	..	51,246	Cattle	..	229,773
Sheep	..	12,708	Goats	..	305,875
Swine	..	218,053	Rabbits	..	42,979
Poultry	..	1,864,978			

There is reason to believe that these numbers have increased considerably since then.

Ground Provisions, Minor Fruits and Vegetables

Ground provisions and a wide variety of vegetables were grown on small holdings throughout the island for local consumption. In 1942, the value of locally grown foodstuffs was estimated at approximately £11,000,000. Food crop production was not entirely satisfactory during the year under review and although at the best season a fair supply was available, throughout the country shortages in many commodities occurred.

The development of minor industries such as Bombay mangoes, tomatoes, avocado pears and pineapples received greater attention and a small export trade with the United Kingdom and Canada in these

commodities is being built up. Trial shipments of these commodities were made in 1947 and were accorded a good reception in the United Kingdom market. Prospects of further development are good, provided that the ban on United Kingdom import licences is lifted by the Ministry of Food. The possibilities of making shipments of these commodities by air-express to the United Kingdom are being explored. The Department of Commerce and Industries by its activities in arranging for the satisfactory disposal of these and other products for export rendered valuable assistance to growers.

There is a processing and canning factory for tomatoes grown by small farmers, which is owned and operated by Jamaica Vegetables, Ltd., a body formed for the co-operative marketing of vegetables.

Miscellaneous

There are, in addition, a fairly large number of factories engaged in the production of other commodities made from agricultural products. Some of these are: Lime oil, banana figs, citrus oils, tomato juice, sauces, biscuits, confectionery, cosmetics, preserves, polish, furniture, tiles, pottery, footwear, textiles, aerated waters, beer, ice, foodstuffs, fertilizers, cassava starch, food yeast, etc. The manufacture of textiles is about to be undertaken on a large scale and franchises have already been awarded to two companies.

Mining

There has been no recent geological survey of the Island, but valuable bauxite deposits have been discovered. Valuable deposits of gypsum have also been discovered and plans are afoot for the development of this industry which promises to reduce building costs substantially.

TOURIST TRADE

The Tourist Industry has become Jamaica's greatest source of dollar earnings and therefore the Island's No. 1 vital industry at the present time. Exact figures are difficult to ascertain at present, but the Tourist Trade is conservatively estimated to have brought into the Island, during the past years, over 6 million dollars.

The year 1947 produced an all-time record for the Tourist Industry, both in money value and in the number of long-stay visitors which exceeded the previous highest of 1937. The total number of visitors being 53,470—(10,653 long-stay and 42,817 short-stay). The total exceeded that of 1946 by over 31 per cent. Traffic figures for the first three months of 1948 are not yet available, but they are anticipated to show a considerable increase over those for the comparative period of 1947.

The summer traffic for 1947—April to September—exceeded the previous years Summer traffic by over 55 per cent. and was a record high for any similar period.

These results were secured in spite of the continued absence of cruise and regular passenger shipping services as in pre-war years. In the year 1937/8, 80 Tourist cruise ships called at Jamaica, whereas in 1947/8 only 3 cruise services called.

Total accommodation available for tourists in Hotels, Guest and Boarding Houses, etc., throughout the Island, whilst in excess of that available in pre-war years, was still inadequate, particularly in the popular tourist areas of the Island.

The enquires from would-be visitors, the Travel Trade, etc., throughout the year, serviced through the offices of the Tourist Bureau and the Biard's representatives in New York, Miami, Montreal and London, far exceeded any previous period, totalling many thousands in the peak months.

The distribution of promotional literature, rate sheets, posters, etc., reached several hundred thousand pieces and necessitated new editions of folders and Guide Books.

Three separate advertising campaigns were carried through—one for Summer traffic, one for Winter traffic and an additional short Spring Campaign, now currently running as a "stop-gap" pending the commencement of the 1948/9 promotional programme which awaits Government's authorisation of the necessary expenditure.

The combined net circulation of the Newspapers and Magazines carrying Jamaica's Advertisements in these campaigns was 29,244,000 copies, with an estimated total reader coverage per insertion of over 87,000,000.

The effectiveness and success of the National Advertising has been proved by the record results of the year, and of the great interest stimulated for Jamaica travel among the public and Travel Trade in the Northern countries.

Moreover, it is particularly gratifying to know that our Winter Newspaper Campaign in the U.S.A., running on a twelve insertion schedule, which was specially keyed to checked results, produced through the Board's New York office alone, the remarkable number of 12,597 unit enquiries at an average cost of .284 cents. A really amazing achievement when the small size of the appropriation for this campaign is considered.

Still more gratifying is it to know that the Bureau of Advertising of the American Newspaper Publishers Association has this Jamaica campaign under consideration, at its request, to be featured in a special brochure among the outstanding successful newspaper campaigns of 1947.

Many other well-informed sources in the Travel Industry abroad have expressed themselves in the highest praise of Jamaica's Advertising Promotional programmes during the past years.

The two colour films of Jamaica—one a Travelogue produced by 20th Century Fox, the other a Sports short produced by Warner Bros., in the production of which we collaborated, have proved an enormous success. They have been continuously on circuit during the past years and from the latest report, the Fox film has shown in 8,500 theatres before audiences estimated at approximately twenty-five million people.

The Warner film has shown in 6,000 theatres before audiences estimated at approximately eighteen million people. A combined public audience for the two films of forty-three millions. It is expected that these films will continue in circulation for several years.

The recent P. A. A. film of the Caribbean which includes Jamaica, has been released and shown to non-theatrical audiences estimated at half a million, at Clubs, Societies, Lectures and other gatherings.

In addition several other films of Jamaica, in which we collaborated with the producers, have been shown extensively to considerable audiences during the year by Lecturers of repute in the U.S.A.

EVENTS AFFECTING PRODUCTION

Labour and Agriculture

The unemployment problem in the Colony is acute. It is, therefore, felt that there is a large reservoir of man power to fill skilled, semi-skilled and unskilled occupations which will become available when the industrial development of Jamaica gets under way. A Commission was appointed in the United Kingdom under the Chairmanship of Sir Geoffrey Evans to study the question of resettling, in the sparsely populated territories of British Guiana and British Honduras, the surplus population of the more thickly populated British West Indian territories.

In the sphere of agriculture every effort is being made to stimulate production by the dissemination of information concerning modern agricultural practices, the institution of a Government guaranteed price scheme for basic foodstuffs and by the enactment of legislation designed to ensure the best utilization of land on a system of freehold tenure.

CO-OPERATIVE SOCIETIES

The year 1947 has seen a great upsurge of Co-operative Development throughout the Island, and particularly in the field of Consumer and Youth Co-operatives has this development been noteworthy.

The great shortage of consumer goods brought about by post-war conditions has caused consumers throughout the island to turn their attention to the Co-operative Movement, especially in the urban areas. There are now fourteen retail societies and a co-operative wholesale in Kingston.

In the rural areas there are several consumer societies and scores of buying clubs dealing mainly in farm requisites and the co-operative ownership of farm implements. Farmers have also been actively engaged in solving their problems of house and tank building, soil conservation and other activities on a co-operative basis.

Several fishing groups have been organized, and have proved of inestimable value to the fishermen in obtaining fishing gear and solving various credit and other problems.

The Education Department has stepped up its programme of co-operative activities, and in all the Practical Training Centres and Student Farmers' Settlements various co-operative projects are being carried out by students. Attention is also being given to the formation of Savings Unions in the Elementary Schools, to build up the thrift habit and a knowledge of money management.

AGRICULTURAL DEPARTMENT—ACTIVITIES

The following paragraphs give a brief account of the Department's principal activities during the year 1947.

The development of the Agricultural Stations on lines previously laid down constituted the major part of the work of the Department and made steady progress. The properties and buildings were maintained in good condition and experimental and investigational work increased. Close contact was maintained with the Extension Service of the Jamaica Agricultural Society, thereby bringing to farmers throughout the island technical advice gained from the results of the research work of the Department.

The Department lost the services of a number of senior officers through promotion and resignations. The work of the Veterinary Division was handicapped in particular by the loss of senior staff whose posts it had

not yet been possible to fill due to the difficulty of obtaining suitably qualified personnel. The Deputy Director of Agriculture (Research) was appointed and took up duties in November, and four junior officers who were abroad on study leave returned to the island and rejoined the Department.

With the establishment of the Central Farm Improvement Authority of which the Director of Agriculture is Chairman, officers of the Department were appointed to serve on the Divisional and Parish Committees set up, and carried out inspections of holdings selected for development under the Farm Improvement Subsidy Scheme.

Officers of the Department who were appointed to serve on the Divisional panels set up to investigate claims for damage to banana cultivations under the Banana Insurance Law, carried out inspections of damaged fields during the year.

A detailed survey of the citrus industry of the island was started to determine the fertiliser requirements of citrus in different areas. This survey is still in progress and when completed a report thereon will be prepared for publication.

A scheme for the expansion of the industry, originally formulated by the Citrus Growers' Association, whereby planting material will be produced for sale to growers, received Government's approval.

The Department will undertake the establishment of nurseries on Agricultural Stations under the scheme and private parties will be encouraged to start production of seedlings on a large scale. Government also approved of a sum of £10,000 to be made available through the Agricultural Loan Societies Board to farmers in the main citrus growing areas of the island under the extension scheme, the main object of which is to increase the Colony's citrus production.

SOUTHERN DIVISION

Hope Agricultural Station

The labour force employed on this Station was gradually reduced during the year and activities curtailed in keeping with the policy of the Department to transfer experimental and investigational work to the newly acquired Bodles property on the St. Catherine plains.

In spite of drought during the early part of the year pastures at Hope were maintained in fair condition and the general health of the herd was good. Milk yields increased and the making of butter from surplus milk was carried out. An auction sale of surplus animals was held in September when forty-six heads of cattle were sold for the sum of £2,634. An officer of the Division is at present engaged in writing a history of the Hope herd.

Bodles

An Agricultural Experiment Station is being established on this property ultimately to replace the Hope Station. During the year surveys were completed, an irrigation scheme was worked out, pastures were cleaned and fenced, experimental plots laid out and the construction of farm buildings and barracks was started.

Citrus Development Work

The citrus manurial experiments at Wakefield in St. Catherine were continued during the year and the lease of the property was extended for a further period of five years.

The citrus nurseries at Hope were closed down during the year and plants removed to Bodles and Charlton.

NORTHERN DIVISION

Orange River Agricultural Station

The development and expansion of this Station continued throughout the year. Road construction, fencing, soil conservation measures, reconditioning of land, afforestation and establishment of permanent crops were carried out.

Routine experimental and investigational work was continued, special attention being paid to the immune banana variety trials, food crops manurial trials and grass experiments. In an effort to revive the cacao industry in the area, an experiment is being carried out ultimately to provide seedling material for distribution.

Caenwood

This property, formerly an Agricultural Training Centre operated by the Lands Department, was taken over by the Agricultural Department in July and is being developed as an Agricultural Experiment Station. Citrus and coffee nurseries, also coconut and banana variety trials were established.

Coconut Rehabilitation Scheme

Inspection of fields and advisory work in connection with the Coconut Rehabilitation Scheme were continued. Several private nurseries were established in the Division under the supervision of officers of the Department.

Lucky Hill Community Project

This project, an experiment in community farming, made steady progress during the year. There are now sixteen settlers' cottages on the property and several others in course of construction. The membership now stands at thirty-six including four probationers.

The planting programme was expanded to assist the food crop production drive, the principal crops grown being bananas, citrus, corn, peas, cocoa, potatoes, coconuts, pimento, coconuts and vegetables.

The beef and dairy herds were maintained in good condition and milk production increased. The general development of the project which was operated at a profit during the year, was satisfactory.

CENTRAL DIVISION

Grove Place Agricultural Station

The development of this Station made progress during the year. Pastures were cleaned and fenced and a programme of experimental and investigational work undertaken. Coffee and citrus nurseries were planted out but were adversely affected by drought. The cultivation of fodder grasses, grass experiments, silage making and soil conservation work were carried out.

The dairy herd was maintained in good condition and milk supplies increased.

Oxford Station

This Station was operated on a maintenance basis for some time. It was finally reduced in size, the Department retaining 300 acres and the remainder handed over to the Lands Department. The herd maintained at this Station was reduced by sale of animals to the Livestock Clearing House, transfer, and sale by public auction.

Grass experiments were carried out during the year.

WESTERN DIVISION

The citrus manurial trial plots at Seven Rivers were maintained in good condition. Grass trials were laid out at Good Hope, Trelawny, Darliston, Westmoreland and Bickersteth, St. James. Work on the Banana Variety Trials at Amity Hall was undertaken. Avocado pear observation plots in the Division were maintained in good condition.

Officers of the Division continued observations and experiments in connection with the "Unknown Disease" of coconuts which continued to destroy palms in the west end of the island.

Irwin Agricultural Station

Much progress has been made in the re-organisation and development of this Station. Experimental plots and nurseries were laid out, pastures cleaned and fenced, silage made and the immune banana plots maintained in good condition.

Garredu

This experiment in leasehold land tenure has been abandoned. No decision has been arrived at as to the ultimate use of the land.

VETERINARY AND ANIMAL HUSBANDRY DIVISION*Livestock*

There are at present fifty-three Livestock Improvement Centres in operation throughout the island. These centres are under the charge of Instructors of the Jamaica Agricultural Society who are supervised by officers of the Division, and were maintained in good condition throughout the year. There is great demand for the stud services provided at these centres as the livestock industry continues to expand.

The Poultry Specialist attached to this Division gave lectures throughout the island on the fundamentals of poultry rearing. The poultry breeding programme was continued throughout the year, special attention being paid to developing a type of bird more suitable for local conditions than the breeds at present in the island. There has been a general increase in poultry rearing throughout the island.

Veterinary Division

The Veterinary Division continued its main work of control of animal diseases. Vaccinations against Anthrax, Swine Fever and Blackleg, tick control measures, veterinary investigations and blood testing for various diseases were undertaken and much time of officers was devoted to clinical and advisory work on preventative medicine.

The inspection of animals imported into and exported from the island and the issue of permits for importation of animals were undertaken by the Division during the year.

Two bungalows at Hope were completed early in the year and used as residences for veterinary officers. The new veterinary laboratories and offices at Hope were completed during the year and provided greater facilities for experiments and investigational work.

Investigations and experiments are now in progress in connection with mineral deficiency diseases, tick control and the treatment of anaplasmosis in cattle.

Para Tuberculosis in cattle, Enterotoxaemia in goats and a number of internal parasites were recorded for the first time in the Colony. Laboratory diagnostic services were maintained and continue to expand.

Artificial insemination

The artificial insemination of cattle was carried on throughout the year. The continuous registration of new herds and the increase in the number of inseminations were indications that farmers were taking greater interest in the scheme. 135 herds containing 1,850 cows have already been registered under this scheme and 528 cows were bred during the year.

The service is steadily becoming more efficient as a result of practical experience and the constantly increasing knowledge of the effects of local conditions on artificial insemination.

The first British West Indies Veterinary Conference was held at Hope early in the year. Delegates from various islands attended and many beneficial discussions and decisions on the problems of the different territories took place. A report of the Conference is being printed for publication.

Soil Conservation

Progress with soil conservation was disappointing as farmers are still unwilling to embark on such work due to the high cost, even in spite of financial assistance provided by Government for such development. Demonstration work was carried out on Agricultural Stations and on specially selected plots in certain areas of the island.

The Soil Conservation Officer went on leave at the expiration of his contract in September. Arrangements were made for the continuation

of the soil conservation programme in each Division by officers of the Department.

Coffee Rehabilitation Scheme

Work on the rehabilitation of the coffee industry made progress during the year. The first pulper site under the scheme was acquired at Cave Valley and is being developed.

Nurseries were replanted at Hope, Grove Place, Orange River, Caenwood and Cave Valley and over 70,000 seedlings were distributed.

The Coffee Officer in collaboration with the officers of the Extension Service of the Jamaica Agricultural Society did much useful demonstration and propaganda work on coffee culture among farmers in the coffee producing areas of the island.

Pasture Management

The work of the Pasture Management Division received a setback as a result of the resignation of the Pasture Management Officer. An officer who had just returned from The Imperial College of Tropical Agriculture is now in charge of the programme of work laid down by the Pasture Management Officer and a fair start has been made.

Agricultural Economics

The newly established Economics Division continued its work in connection with the collection and studying of data of production costs of crops and advising on economic aspects of the work of the Department.

Agricultural Chemistry Division

This Division continued field experiment with fodder grasses to determine the response to major plant foods, whether the nutritional composition can be improved by fertiliser treatment and the effect of cutting fodders at different ages. Soil analyses of an advisory nature were also undertaken with reference to work on Agricultural Stations and private estates.

Botany Division

The Division continued its programme of banana breeding work in connection with the solution of the problem of an immune banana.

The Banana Research Scheme to be undertaken in collaborating with The Imperial College of Tropical Agriculture, Trinidad, from Colonial Development and Welfare funds was finally approved by the Secretary of State. The arrival of the Plant Pathologist to conduct investigations into Panama Disease in Jamaica is expected shortly and arrangements are being made for an expedition to the Far East to collect new material for the breeding programme.

Entomology Division

The Division continued its main work in connection with the incidence of pests attacking crops, and experiments with parasiticides. Advice on termite control work was given whenever required. The inspection of plants, fruits and vegetables imported into the island was carried throughout the year.

Plant Pathology Division

The Division carried out work in connection with the identification of plant diseases and methods of control. Records were kept of meteorological observations at Agricultural Stations during the year.

Public Gardens

The public gardens at Hope, Castleton, Cinchona, Bath, King's House and Victoria Park were maintained in good condition during the year. These gardens are under the charge of the Superintendent, Public Gardens.

Jamaica School of Agriculture

The Jamaica School of Agriculture completed another successful year. The affairs of the school are administered by the Headmaster under the Director of Agriculture who is Chairman of the Advisory Board. Owing to limited accommodation many applicants were refused admission to the school during the year.

LAND ADMINISTRATION

The scope of the Lands Department's activities now includes:—

- (i) The administration of the island-wide Land Settlement Programme commenced in 1938 and for which estates totalling 123,475 acres in area have been acquired, sub-divided and allotted to small holders.
- (ii) The administration of 260,000 acres of Crown Lands together with all government property owned in the Island.
- (iii) The valuation and acquisition of lands required by Government for other Public Purposes.
- (iv) The settlement of Ex-British West Indies Soldiers World War I.
- (v) The control and disposal of all holdings forfeited for non-payment of Taxes.
- (vi) The administration of Agricultural Centres.
- (vii) The control of all documents relating to Government Property.
- (viii) The administration of Food Production Tenancies.
- (ix) The settlement of Ex-servicemen, World War II.

During the year 1947, five properties were acquired, sub-divided and allotted to settlers together with a part of "Oxford" taken over from the Agricultural Department.

It was decided to discontinue the operation of Agricultural Centres and five of these Centres were sub-divided and a portion allotted to Ex-servicemen World War II, the remainder to be allotted to other settlers.

The number of allotments made for the year is as follows:—

Ex-servicemen	..	310	
Other Settlers	..	970	Total .. 1,280

representing 7,154 acres of land.

The Department also concluded negotiations for the acquisition of other government properties involving over £26,000 for schools, tank sites, play-grounds, hospital sites and forest reserves. The valuations involved a sum of £220,000.

SETTLEMENT OF EX-SERVICEMEN—WORLD WAR II

The total number of applications received to the end of 1947 is 2,950 of which 1,044 ex-servicemen have been settled on land settlements and private holdings acquired. In addition 529 holdings are in process of acquisition.

CHAPTER 7—SOCIAL SERVICES

EDUCATION

Jamaica possesses ten Endowed schools of the Grammar school type whose origins go back to the eighteenth century. Founded in pre-Emancipation days, they have been adapted to the needs of the times and are still rendering excellent service today. Early attempts to provide for primary education were due to various religious bodies to whose missionary zeal Jamaica owes so much. For a short time after Emancipation, Education was assisted by grants from the Imperial Government which have been renewed some hundred years later under the Colonial Development and Welfare Acts. During the intervening century, Education has been entirely dependent on funds voted by the local Government and on the contributions both in money and in services by the Churches.

These combined resources have proved quite inadequate to meet the needs of an ever-growing population and to keep pace with the general advances in educational systems.

Within the last decade however there has been a heavy increase in the expenditures for Education and recently local resources have been supplemented by grants from the British Treasury. Between the years 1938-39 and 1946-47, the total annual expenditure on Education has risen from £283,000 to £891,000. While this increase is impressive, the funds available are quite inadequate to provide for the normal educational needs of 361,700 children between the ages of four and fifteen as well as for the more specialised forms of education above that age.

For children below the normal school age of seven, provision is made in 29 Infant schools and Departments. Financial assistance is also given to several Infant Centres and one urban and one rural centre are now in operation under a Colonial Development and Welfare Scheme. The present policy is however to give priority to provision for children of the normal school age.

Out of 259,000 children between the ages of seven and fifteen, 186,000 are enrolled in the Primary schools, of which there are now 670, but there are numerous private schools throughout the island. Of the grant-aided primary schools, some 70% are owned by the various churches, but several of these have recently been taken over by Government.

Attendance is not compulsory except in the towns and for various reasons, including economic conditions and lack of accommodation, is not strictly enforced anywhere.

Many more dilapidated school buildings have been discovered than was at first anticipated and of the sixty schools destroyed by the hurricane of 1944 there still remain twenty to be replaced. The building programme for the current year provides £30,000 plus £5,000 from Jamaica Government funds for replacing of condemned Denominational Elementary Schools, and provision of supplementary class rooms respectively. From Colonial Development and Welfare funds, it is expected that £145,000 will be spent on replacement of condemned elementary schools and new schools to be built on Government pro-

erty or Denominational property leased for 30 years. During the year 1947, replacements for 1,232 places were completed and 1,543 new places were also provided. The major portion of the 1947 programme was delayed due to difficulties in the acquisition of new sites. The above programme is, however, well in hand, and it is hoped that it will be completed within the next six months. Figures as regards cost per place will be given in next year's report when the scheme for this year will have been completed.

Fourteen thousand pounds was expended from Colonial Development and Welfare funds in the provision of free reading and arithmetic books, slates, exercise books and other school materials.

Great efforts have been made to improve the agricultural teaching in schools by increasing the size of their gardens and, in many cases, these are now able to make substantial contributions to the school lunches. In this connection, school canteens have been introduced in about 200 schools while, in Kingston, lunches are provided from a central kitchen. Owing to drought conditions, it was necessary to provide emergency school meals in many areas.

In the towns, boys receive instruction in manual training. All girls are taught sewing. Facilities for teaching Domestic Science are at present very limited but handicrafts of various kinds are very generally taught.

Instructional films are shown throughout the country schools by means of vans provided by Jamaica Welfare.

Physical training has of late received a great deal of attention and modern methods have been introduced.

Apart from private schools, there are now 24 grant-aided Secondary Schools, of which ten are Trust Schools, to Government, and twelve founded by religious bodies. Attendance at these schools continues to increase, the enrolment of 4,867 for the year showing an increase of 6.69 over the previous year. This figure includes 796 scholarship or exhibition holders. Some of these schools offer boarding facilities. The larger schools give instruction up to and including the Cambridge Higher School Certificate syllabus.

An enquiry into Secondary education in Jamaica by a Committee headed by Dr. Kandel resulted in a report which suggested a complete reorganisation of Post-Primary Education. This was followed up by a Committee which worked out these recommendations in detail and in 1946 put forward a "Plan for Post-Primary Education in Jamaica". This Plan is under consideration by Government but in anticipation of its acceptance financial provision for giving effect to its recommendations has been included in the draft Ten Year Plan. A new Education Bill is being drafted.

In order to provide an alternative to academic education for the Post-Primary group and to encourage Rural Vocational education, Practical Training Centres have been established in the course of the last ten years. They are now four in number, three for boys and one for girls, conveniently distributed throughout the island. The Boys' Centres concentrate on Agriculture but also give preliminary training in various trades. Facilities are provided for further train-

ing by means of agricultural apprenticeship and Trade Scholarships. The Girls' Centre is primarily devoted to home-making in its broad sense and includes in its teaching Home Economics, Dressmaking and Dairying.

Owing to the desire to encourage farming as an occupation on the one hand and the need to introduce a more skilled type of farmer on the other, the scheme has been broadened to include several Young Farmers Settlements. These are now in an advanced stage of development and, despite some setbacks, most of the lads are doing well and in a number of cases have built their own homes.

Technical Education is handicapped by the fact that the demand for it has altogether outrun the capacity of the present buildings. Every year shows an increase in the enrolment both in Day and Evening classes. Plans have been prepared for a new and much larger range of buildings on a new site when a suitable one can be procured. Meanwhile, the school, in the heart of Kingston, provides the urban youth with courses in Engineering, Building Construction, Domestic Science, Commercial Work and Dressmaking. It also provides a Centre for the instruction of children from the Elementary schools of the city.

HEALTH

The following table gives the number of cases of certain diseases treated in public hospitals, (in-patients) during 1947, deaths therefrom and the total number of cases known to the Medical Department (i.e., including outpatients and cases treated in dispensaries and clinics).

CASES TREATED IN PUBLIC HOSPITALS (IN-PATIENTS), DEATHS AND TOTAL NUMBER OF CASES KNOWN TO MEDICAL DEPARTMENT IN 1947

Diseases	Cases treated in Hospitals (in-patients)	Total deaths from these diseases	Total number of cases known to Medical Dept.
VENEREAL DISEASES			
Syphilis	1,947	113	19,271
Gonorrhoea	859	1	18,910
MALARIA	5,317	226	13,919
YAWS	116	Nil	12,205
PULMONARY			
TUBERCULOSIS	1,052	711	3,024
ENTERIC	1,379	295	1,591
APPENDICITIS	2,260	17	2,487
INFLUENZA	95	5	1,568
MYOCARDITIS	416	136	1,248
DIABETES	312	64	517
LEPROSY	167	Complete	figures
		not	available
PNEUMONIA	1,433	245	1,732

The following table gives the ten Leading Causes of deaths during the years 1946 and 1945.

LEADING CAUSES IN 1946 AND 1945 AND RATE PER 100,000 POPULATION

Causes of Death	Rate per 100,000 Population	
	1946	1945
Pneumonia (and Broncho-Pneumonia) ..	134.8	103.6
Heart Disease	118.0	143.7
Nephritis	91.4	110.6
Tuberculosis of the Respiratory System ..	89.8	107.1
Syphilis	78.5	103.4
Diarrhoea and Enteritis	75.4	124.0
Intra-Cranial Vascular Lesions	73.1	79.7
Malaria	71.5	78.2
Cancer	57.7	56.8
Typhoid and Paratyphoid	38.9	38.8

HEALTH—VITAL STATISTICS

Births

The total number of births registered during the year was 43,256, as compared with 39,918 in 1946, and 37,954 in 1945. An increase above 1946 was experienced in all parishes. The birth rate per thousand of population was 32.59, as compared with 30.76 in 1946 and 29.98 in 1945, the latter being the lowest ever recorded. 68.26 per cent. of all births were illegitimate, as compared with 67.71 per cent. in 1946 and 68.83 per cent. in 1945.

Deaths

The total number of deaths registered was 18,756 as compared with 17,272 in 1946. The death rate was 14.13 per thousand of population as compared with 13.30 in 1946, which was the lowest ever recorded.

Infant Deaths

Deaths of infants under one year registered in 1947 totalled 3,976, an increase above the figure of 1946. The provisional infant mortality rate for the year is 91.9 per thousand live births. This is higher than the rate for 1946 (89.5) which was the lowest rate ever recorded in Jamaica.

Prevention and Cure of Diseases

The prevention and cure of diseases in Jamaica and its Dependencies are the special responsibility of the Medical Department which for purposes of administration is divided into a Health section and a Hospitals and Personnel section, each under an Assistant Director of Medical Services who are directly responsible to the Director of Medical Services.

The sick are cared for in hospitals, at dispensaries and at special clinics. The Medical Department now provides hospital care in 21 General Hospitals, in a Maternity Hospital in Kingston (the Victoria Jubilee Hospital), a Tuberculosis Sanatorium (George V Memorial Sanatorium), a Tuberculosis Hospital, a Mental Hospital and a Lepers' Home. There are also a Pathological and Bacteriological Laboratory and a modern X-Ray Department with a full-time Radiologist.

There are now 110 Medical Officers, Specialists and assistant Medical Officers, as well as 18 Medical Officers (Health).

The health section of the service has various divisions each with a divisional officer. In addition there are Medical Officers of Health in each of the 13 parishes and in health centres. The principal divisions of the Health section are Health Education, Tuberculosis, Venereal Diseases, Malaria, Yaws and Quarantine.

The Central Board of Health with the Director of Medical Services as Chairman co-ordinates and guides the work of the Local Boards of Health. The Local Boards each has a Health Department with a full time staff of Medical Officers of Health, Public Health Nurses, Sanitary Inspectors and Midwives (District Nurses).

Health Education

The Bureau of Health Education, Colonial Development and Welfare Scheme D 385, completed its second year. Health Education Courses for school teachers were organised and well attended. The general programme of public health education was intensified. The printed word, exhibits, posters, display cases, cinema were used extensively throughout the Island. The Bureau distributed 116,851 pieces of literature and gave 61 film shows to approximately 11,463 persons. 1,831 persons viewed the Bureau's health exhibits.

Pulmonary Tuberculosis

Pulmonary tuberculosis once more headed the list of notifiable diseases in Jamaica. There was a total of 1,377 cases notified in 1947 as against 1,119 in 1946. While there has been a rise in the number of cases notified, there is not sufficient evidence to support the thesis that the disease is actually on the increase. There was considerable increase in the number of persons presenting themselves for examination, but the case rate shows no increase over previous years. A special effort was made in 1947 to encourage persons coming to Kingston from rural areas to attend at the Chest Clinic for a check-up after a few months' residence in Kingston. A special investigation was started among tobacco workers to discover the incidence of tuberculosis among this type of workers.

Case-finding facilities were provided in Kingston at the Chest Clinic and at the Health Departments throughout Jamaica. Case-finding was intensified during the year. A travelling X-Ray Unit operated in rural areas. Five hundred and fifty (550) beds were available in 1947 for the treatment of persons suffering from tuberculosis. On the very conservative estimate of 1.5 beds per annual death more beds are needed to meet the basic requirements.

Venereal Diseases

In 1947 treatment of the Venereal Diseases in rural areas was handed over to the Health Departments and Medical Officers of Health as part of the total public health programme. Special clinics continued to operate at 6 Health Centres in the parish of St. Catherine and at Montego Bay and Kingston, as also at the hospitals in Kingston and Port Antonio, Savanna-la-Mar and Falmouth.

Penicillin therapy was employed in the Kingston clinics for some time, but available supplies did not allow of general use throughout the country.

Malaria

Malaria Control work was carried on during the year 1947 on a more extended scale. The use of D.D.T. as a larvicide was again tried out

in certain areas. The anti-malarial drug Paludrine was used by many Medical Officers but statistical figures are not available as to the efficacy of the drug in comparison with other known therapeutic products.

If Paludrine proves to be as effective in this country as it is elsewhere, it will, to a large extent, probably replace Quinine in Government Post Office distribution.

The Malaria Research Unit continued its investigations. The senior Technician was granted a travel scholarship by the Rockefeller Foundation for a period of study at the Institute of Malariology at Maracay, Venezuela.

Yaws

Four Units were in operation for most of the year in what were considered endemic areas. These Units had 1,893 cases of yaws under control of which number 923 were discharged as cured, and 100 had left the areas or ceased attendance at the Units for other reasons.

Typhoid

1,349 cases of typhoid fever were reported during the year, these being 81 less than 1946. The incidence of this disease is still far above the normal.

In the face of adverse conditions which precluded the initiation of permanent control measures by the provision of adequate and safe water supplies and latrines, reliance had to be placed on mass inoculations against the disease.

Leprosy

Lepers are treated at the Lepers' Home, Spanish Town. During 1947, 167 cases were treated in the Lepers' Home. The Lepers' Home is under the control of the Medical Department but is operated by the Marist Sisters of the Roman Catholic Church.

HOUSING

The need for good housing is urgent and widespread. In the urban areas the poorer sections of the population are housed mostly in rented tenements, consisting of separate holdings with one or more dwellings on each. Sanitary and other conveniences are provided in detached out-buildings. In rural areas the peasants live on small holdings in houses which range from huts with mud plastered walls and thatched roofs to cottages with wooden or concrete walls and shingled or corrugated iron roofs. Most of these holdings are owned by the inhabitants. In some districts barracks are provided by estate owners for permanently employed labourers.

Persons of higher income groups live in detached houses of which approximately 33½% are owned by the occupiers, the remainder being rented.

Under the Slum Clearance and Housing Law, 1939, Government has power to carry out housing, slum clearance and improvement schemes for the benefit of the working classes of the community. A beginning was made with housing improvements in 1946, from funds provided by loan and spent for the most part in the Corporate Area of Kingston and St. Andrew. With the assistance of Colonial Development and Welfare funds, it has been possible to continue the programme then commenced and the programme of housing schemes will proceed to the full extent of the funds which can be allotted to housing purposes.

There are numerous areas to be dealt with by slum clearance schemes and these are receiving attention while emphasis is placed on the provision of new houses.

Subject to provision of funds, Government action will take the following forms:—

- (a) acquisition of land and building new houses both for rent and sale;
- (b) making grants and loans to owner-occupiers for repair, construction and improvement of houses;
- (c) clearing and redevelopment of slum areas;
- (d) fixing standards of accommodation so as to lessen over-crowding;
- (e) conducting research into housing design and use of materials.

It is proposed, at present, to provide assistance only for the working classes. Assistance under the housing programme contemplated will be limited, except in urban areas, to holdings costing not more than £250.

Sanitary and Building Laws, administered by the Central Government, through the Central Board of Health or Local Authorities, (the Kingston and St. Andrew Corporation and Parochial Boards), require revision, and amendments are under consideration.

During 1947, with assistance provided under the Colonial Development and Welfare Act supplemented by Government funds, the Central Housing Authority has prepared Housing Schemes for a number of rural and urban areas. In Kingston a Scheme was approved for providing 40—8-roomed tenements in Trench Town and 25—4-roomed tenements in Denham Town, at an estimated cost of £65,000, to accommodate 1,260 persons. Five schemes were approved for rural and urban areas in the Parishes for providing 83 buildings to accommodate 544 persons. On the 31st December, 1947, 51 buildings had been completed and 30 were under construction, respecting the approved programme for 148 buildings while development works were proceeding.

An Emergency Housing Scheme was undertaken at Cockburn Pen in Western Kingston to provide 30 housing units comprising 240 apartments for approximately 720 persons. On the 31st December, 1947, 20 units comprising 160 rooms were under construction and work was proceeding on the necessary services.

Although most of the work was done departmentally, experiments were undertaken in co-operative measures in rural areas with a view to securing the maximum contribution by those to occupy the houses and reducing building costs. Local types of construction were employed as far as possible but progress in building, particularly in urban areas, is still severely hampered by shortage of building materials. Subsidies are allowed in both urban and rural schemes. The aim is to allow an average subsidy of 33½% covering the entire development programme. It has been necessary, however, to increase this amount to fully 90% in the urban schemes, in consequence of increased building cost, and a decision not to increase rents with a view to keeping the scheme within the means of poor tenants.

Progress has also been made in connection with a Rehabilitation Housing Scheme to assist in the repair and re-construction of houses damaged by the hurricane which occurred in August, 1944. A sum of £875,000 was approved as a loan, free of interest, by His Majesty's Government for reloan to sufferers in the hurricane areas. By the latest returns rendered for the period ending 31st December, 1947, 4,778 houses had been completed and there were 1,786 buildings under construction. These figures are, however subject to revision. A sum of £200,000 was approved under the scheme to be paid as Subsidies to "owner-occupiers" of houses not exceeding a value of £200. Payments aggregating £51,446

were made during the year and with previous subsidies, the total paid to date amounts to £92,207 in reduction of the indebtedness of hurricane sufferers.

During the year, the Central Housing Authority took over the function of the provision of houses for Ex-Servicemen on Land Settlements previously carried out by the Commissioner of Lands. At the end of the year 77 dwellings had been completed, 206 were under construction, while extension of this class of housing in the future received consideration, in collaboration with the Lands and Re-Absorption Departments.

SOCIAL WELFARE

Community Life—There are four main agencies through which general welfare work is promoted, i.e., the Jamaica Welfare (1943) Ltd., the 4-H Clubs, the Lands Department and Voluntary Organizations including the Churches.

The official agencies operate under the control of Government, acting with the advice of the Secretary of Social Welfare Service in the Secretariat.

JAMAICA WELFARE (1943) LTD.

In 1937, funds obtained from a cess on their banana exports, were made available by the United Fruit Company and the Standard Fruit & Steamship Company, for the development and welfare of the people of Jamaica, particularly of the peasant class, and Mr. N. W. Manley, K.C., was invited by the Companies to arrange for the administration of the scheme. A non-profit Company, Jamaica Welfare, Ltd., was formed in June, 1937, with a Board of Directors under the chairmanship of Mr. Manley.

With the outbreak of war and the cessation of banana exports the Fruit Companies' contributions ceased and in 1943 a grant of £15,000 was made to the Company from funds provided under the Colonial Development and Welfare Act, to enable it to continue its activities. In 1944, a further subsidy of £150,000 was made to the Company under the same Act, the grant to be spread over five years at the rate of £30,000 a year. The constitution of the Company was altered so as to place its finances under Government control and its directorate was increased so as to include representatives of Government, Local Government Bodies and other semi-Government and voluntary Social Welfare organizations. The Board of Directors now consists of twenty persons, under the chairmanship of Mr. Manley, and includes two Government officials (the Secretary for Social Welfare Services and the Commissioner of Lands), two members of the House of Representatives, and representatives of the Parochial Boards, the Jamaica Agricultural Society, the Agricultural Loan Societies Board, the Central Housing Authority, the Co-operative Development Council, the Jamaican Christian Council and the Central Council of Voluntary Social Services. The change in the personnel of the Board took place in the year under review. The staff consist of a Manager, a Secretary and fifty-three others.

Jamaica Welfare (1943) Ltd., aims at the promotion and development of economic and constructive social welfare services, based on self-help. Its methods are to stimulate or create in district communities a desire for self improvement and a sense of individual responsibility, to urge these communities to study their problems and develop mutual aid through organised group action; to stimulate community planning and action through Community Councils; to encourage and develop leadership; and to assist in the development of the co-operative movement.

The Company's operations cover every parish of the Island; it has Resident Officers in districts in eleven parishes, while four officers are assigned for co-operative development work over the entire Island. The

Company co-operates as far as possible with all other social welfare bodies or other Agencies engaged in Co-operative work, the chief among these being the Education Department, the Jamaica Agricultural Society, the Agricultural Loan Societies Board, the Central Housing Authority, and various Co-operative and Credit bodies such as the Jamaica Poultry and Farmers Federation and the Jamaica Credit Union League.

Community Organisation

In 1937-38 the Company erected two large community halls at Guy's Hill (in the parish of St. Mary) and Porus (in the parish of Manchester), to meet the needs of wide areas, but it was subsequently decided to establish instead smaller affiliated centres, making use of existing buildings, *e.g.*, schoolrooms.

Community activities may be grouped under two heads, viz. :—
The Educational—including social and cultural efforts, and the Economic—including Co-operatives, Home and Village industries and projects. Groups turn to the technical Departments and Agencies for guidance and for services according to their needs. Affairs are managed by Community Councils (Village Committees in the early stage) consisting of representatives of the member organizations and direct members. At present there are 33 Community Councils organized in 9 districts and 25 Village Committees (leading to Community Councils) in five parishes—a total of 58 Councils and Committees. Community Councils are in turn encouraged to join in forming District Councils and three such Councils have been formed.

Pioneer Clubs—

Pioneer clubs have been formed for young men and women who are not members of other organisations.

Leadership Training—

Leadership training is carried on in nine parishes, while short courses were conducted at the Porus Community Centre.

Cinema Units—

This service was inaugurated in collaboration with the Education Department in 1938. Three units, each having a lecturer and a Technician, operate in eleven parishes, the itineraries providing for shows in selected villages at intervals of six weeks. Additional centres are served on Saturdays and Sundays. These Shows are well attended; 524 shows were given in 1947, at which 146,763 persons (approximately 67,342 adults and 79,421 children) were present.

Co-operative Movement—

A Regional Co-operative Officer has been assigned to the Western side of the Island bringing the number of Regional Co-operative Officers to three in addition to the Officer assigned to the Corporate Area for Kingston and St. Andrew.

Agricultural Projects—

Practical projects, based on co-operative action and with an agricultural bias have been assisted, the principal being:—

- (1) Tomato—growing
- (2) Potato—growing.
- (3) Poultry-rearing groups have been organised—
- (4) Soil conservation projects. (Groups have been formed and work carried out in 6 villages).

- (5) Erection of simple farm buildings.
- (6) Co-operative use of farm implements (five groups now own ploughs which are used co-operatively).

Business Training—

Training in Business Methods for Co-operative Groups was launched with a Travelling Accountant and was particularly successful in the Training of Secretaries in the Tomato Growers' Associations of St. Elizabeth. The training of Secretaries is an interesting and encouraging development, and there has been marked intensification of Leadership Training in this specialist field.

A Course held at Bull Savannah for Tomato Growers Association Secretaries has been very successful, and 14 Associations were represented with 22 delegates. This type of course has proved invaluable, both from the accounting aspect and the co-operative and production in (Tomatoes and Eggs).

Tree Planting Campaign

Encouragement to the Tree Planting Campaign project amongst co-operative groups was particularly successful in North West St. Catherine areas, were in co-operation with Forest Department, and the Agricultural Agency, groups organised by the District Welfare Officer, planted over 5,000 trees.

Poultry Co-operation

Poultry Co-operation continue to show much progress not only in the Central area in which the Company has for some years been engaged in intensive work, but also in other districts in which the Campaign has been expanding. The Programme is capable of much greater expansion, but this is at present limited by the short supply of feeds. This question is receiving the attention of the Company and the other agencies on the Jamaica Co-operative Development Council.

Coffee Growers' Associations

The Company's Officers continue to assist the Officers of the Jamaica Agricultural Society with the Coffee Growers' Association of St. Thomas, and a plan for co-operative development has been submitted and approved by the Society.

Tomato Growing

There are 14 Tomato Growers' Associations whose leaders and Secretaries have been given training by the Company. The Company also assists in the development of tomato growing in South St. Elizabeth Jamaica Vegetables Ltd., the tomato co-operative, continue to operate successfully.

Summary of Results of the Campaign

Groups have been organised in Clarendon, Manchester, St. Ann, St. Mary, St. Catherine, St. Elizabeth, St. Thomas, Hanover, Portland and Trelawny.

During 1947, groups sponsored by Jamaica Welfare produced twelve thousand, three hundred and fifty-nine dozen eggs, out of a total of fifty eight thousand, one hundred and eighty dozen marketed through the Jamaica Poultry and Farmers Federation. A theme of the Jamaica Welfare educational campaign was the production of better eggs, and the success of this may be gauged from the fact that of the total supply by welfare groups, there were eight thousand and sixty-two dozen A grade eggs, as against four thousand two hundred and ninety seven B grade eggs.

Home and Village Industries

The review of the operations of Cottage Industries Department resulted in a thorough re-organisation of the business side which has been entrusted to a subsidiary society of the Jamaica Welfare Cottage Industries Agency Ltd.

The main results have been that for the period January to December, 1947, the rural groups supplied a total of £4,757. 2. 4. while the Manufacturing Centre in Kingston (operated by Jamaica Welfare Cottage Industries Agency) turned out £4,695. 6. 1.

Community Centre and Better Village Programme

The 3F Campaign has been the main activity of the Community Association. The members of the Community Councils have been in most cases directly responsible for the set up of Action Committees and furnishing the voluntary leaders for the Campaign.

During the period under review, one district has been added, namely, North East St. Elizabeth which now has a Resident District Officer at Balaclava. Strong features of the work are FIRST—close collaboration of the work with other Organisations which continue to be effectively promoted by means of regional conferences, and SECOND—the enthusiastic response of voluntary local leaders in Leadership Training Courses and Get-togethers.

Publications

The Company publishes a monthly magazine, "The Welfare Reporter" which receives steady support from Social Welfare bodies, and from persons in the rural areas. The Company also publishes some 29 instructive pamphlets on various subjects.

3-F Campaign (Food for Family Fitness)

The Campaign was carried through in NINE districts each served by a District Welfare Officer, namely: W. St. Mary; Guy's Hill; N/W St. Catherine; Central Manchester; S. St. Elizabeth; S. Trelawny; N/W St. James; E. Hanover; W. St. Ann.

The districts are divided into two regions—EASTERN and WESTERN with two whole-time officers assigned to do organising work. The main results were:

	Action C'mttee	Leadership Training Trig.Days—Resid.Camps		Campaign Launchings
Eastern region	31	51	2	18
Western region	28	47	1	44

There are approximately 1,700 Kitchen Gardens [in the Eastern and Western regions.

The responsibility for basic planning and for general organising work is undertaken by Jamaica Welfare (1943) Ltd. and co-ordination of the activities of all the agencies concerned is effected through the Central 3F Advisory Committee under the Chairmanship of the Secretary for Social Welfare Services. The Committee is giving special attention to:

(a) *Food Preservation*—The Government Canning Officer has given co-operation in this respect and arranged canning courses for the benefit of Officers engaged in the campaign.

(b) *Film on 3F*—With the co-operation of the Education Dept., a film strip has been prepared on "Preserves".

(c) *Literature*—A number of pamphlets have been prepared, and others are being prepared with the assistance of various departments.

4—*H Clubs.*

The 4-H Club Movement provides opportunities for all young people between 10 and 21 years of age to acquire practical knowledge and skill in Agricultural and Home-making activities, and at the same time brings them into contact with the Agricultural Extension Service.

The Clubs are operated under the auspices of the Jamaica Agricultural Society, by means of a grant made by the Colonial Development and Welfare Act, of £42,000 spread over 5 years.

Management is vested in a Central Managing Committee, on which 3 members are representatives of Jamaica Welfare (1943) Ltd.

There are in existence 220 clubs having 7,235 members, exclusive of 24 new clubs in process of organisation.

The clubs are guided in their activities by voluntary leaders of which there are 1,249.

Lands Department.

The Social Welfare Service operated by this Department on Land Settlements have their Associations and Clubs which are a means of establishing the communal spirit in those areas.

There are at present 86 Thrift Clubs on Land Settlements and the savings during the year amounted to £3,000.

The work of establishing co-operatives and collective marketing has been intensified. There are now 15 Egg Co-operatives in operation and the eggs marketed for the year were 20,419 dozens, 7,000 dozens more than the previous year.

Social Welfare Training Course, 1947

A fifth Social Welfare Training Course was held in Jamaica in June to December, 1947, with Miss Dora Ibberson, C.B.E., M.A., Social Welfare Adviser to the Comptroller for Development and Welfare in the West Indies, as Dean. The Course was attended by 28 students from British West Indian Colonies, the course included both theoretical and practical work. The Lecturers included Miss Barbara Wooton and Dr. Arthur Lewis of the University of London. As in the past Jamaica Welfare assisted by way of lectures by its Senior Officers and by arranging field work for the trainees.

Voluntary Services.

For many decades there have been numerous religious organizations acting under the auspices of the various Churches which have taken an active part in social welfare and community life. More recently these organizations have become affiliated to a Central Body, the Central Council for Voluntary Social Services, formed in 1941. There are some 50 such affiliated organizations, amongst the most important of which are the Y.W.C.A., Y.M.C.A., the Salvation Army, the Boy Scouts' and Girl Guides' Associations, the Boys Brigade, Boys Town, 4-H Clubs, Save The Children Fund, St. John Ambulance Association, Mothers' Union, Women's Guilds, Women's League and the recently-formed Jamaica Federation of Women. These bodies have continued to render excellent service to the community.

The Kingston & St. Andrew Youth Council under the chairmanship of the Secretary for Social Welfare Services assist the operations of some 80 youth Clubs which are operated by voluntary leaders. These clubs have a total membership of over 2,000. The Council has a staff of two organizing Secretaries.

A *Co-operative Development Council* consisting of Representatives of voluntary organizations and Government Officers has been created, and is fostering the growth of co-operation. There are now 155 registered co-operative societies (including 108 People's Co-operative Banks) and over 400 unregistered co-operative groups.

(b) Relief of Destitute and Disabled.

Poor relief, otherwise known as public assistance, is administered by the Local Authorities, i.e., the Kingston and St. Andrew Corporation and Parochial Board, under the control and guidance of the Board of Supervision, a Statutory Body with an Administrative Secretary appointed under the Poor Relief Law, (Cap. 53). The local authorities operate through Poor Relief Committees. The limited funds available to these local authorities do not permit of very extensive relief: the weekly allowances now vary from 2/- to 10/- per week in case of families with many dependents: Almshouse accommodation is available in each parish for the chronic sick, aged and infirm paupers who are considered to be better served by indoor or institutional relief. Homes are rented for some poor persons and clothing is also distributed to needy cases on an average of twice per year. Orphan children are maintained at homes or charitable institutions, or Government Industrial Schools. On the 31st March 1947, there were 14,405 registered paupers of which 11,802 were receiving weekly allowances, 2,603 were inmates of Almshouses, and 1,291 were children in Charitable Homes and Industrial Schools. The expenditure on poor relief during the year ended 31st March, 1947, was £200,648 being spent as follows:-

Administration	£36,860
Outdoor relief	£80,556
Almshouses	£49,986
Children in Homes, etc	£33,246

There are also numerous Charitable Organisations which are supported either by endowments or by public subscription, and with or without a Government grant: these institutions play a very important part in public assistance. The chief of these are:-

The Salvation Army, which operates the following charities:

- (a) Institute for the Blind,
- (b) Bethesda Home for Girls (the girls are trained in domestic work)
- (c) The Nest (home for babies of leper parents)

The Kingston Charity Organization Society,
 The Manchester Charity Organization Society,
 The Jewish Home,
 The Gray's Charity,
 Boys' Town
 Mannings Home (for children),
 Pringle Home (for girls),
 Rio Cobre Home,
 St. Vincent De Paul Society,
 Verley Home,
 Wortley Home (for children),
 St. Christopher's Home (for the deaf and dumb).

There is a Lepers' Home at Spanish Town which is financed by Central Government but managed by the Marist Sisters.

Juvenile Delinquency, Probation Service, etc.

Under the existing Laws children up to the age of 14 years who are convicted in the Courts or who are found begging, wandering without any fixed place of abode or means of subsistence, destitute or keeping bad company, are sent to a Government-declared Reformatory or Industrial School, there to remain until they attain the age of 16, or with the Governor's approval, the age of 18. Youths between the ages of 14 and 16 go to the Juvenile Section of the Prisons. A comprehensive Juveniles Bill, modelled on the English Act, and providing for Juvenile Courts and the proper treatment of delinquent Juveniles, has now been drafted and is under detailed consideration prior to reference to the Legislature.

The Probation Service is being re-organised by the Chief Probation Officer who came from the U.K. in Sept., 1946. He now has a staff of five officers, one of whom is a woman, in addition he has the assistance of the Salvation Army Officers in the rural areas.

CHAPTER 8—LEGISLATION

The law of Jamaica consists of the Common Law of England, such English Statutes as prior to the enactment of Act I George II Chapter I (Jamaica) were esteemed, introduced, used, accepted or received as Laws of Jamaica, such Imperial Statutes subsequent to the accession of King George II as have been applied to Jamaica either at the time of their enactment or subsequently by Order in Council, and local Statutes. A Revised Edition of the local Statutes was promulgated, pursuant to law, with effect from the 1st day of August, 1939, during the year 1939.

2. Fifty-five Laws were enacted during the year 1947 and the following is a brief summary of those Laws which may be considered to be of greatest general interest:—

The Holidays with Pay Law, 1947 (Law 2 of 1947)—

This Law enables the Governor in Executive Council to make provision by Order requiring workers in any occupation to be granted holidays with pay.

The Radio-Active Minerals Law, 1947 (Law 17 of 1947)—

This Law was designed to ensure that any deposits of radio-active minerals which may exist in Jamaica will not be exploited except pursuant to a licence.

The Advertisements Regulation Law, 1947 (Law 19 of 1947)—

This Law is intended to preserve the amenities of the countryside from disfigurement by restricting the erection of hoardings and sky signs at sites visible from any public place.

The Public Passenger Transport (Corporate Area) Law, 1947 (Law 20 of 1947)—

This Law enables the Governor in Executive Council to grant an exclusive franchise to operate public passenger transport services in the Corporate Area by means of stage and express carriages. A licence under this Law has already been granted but is not as yet effective.

The Parochial Officers Pensions Law, 1947 (Law 24 of 1947) The Teachers Pension Law, 1947, (Law 26 of 1947) The Pensions Law, 1947 (Law 27 of 1947)

These Laws, the provisions of which closely correspond with each other, remodel the pensions laws of Jamaica in relation to public officers, parochial officers and teachers in all classes of Government-aided schools.

The Provident Fund Law, 1947 (Law 25 of 1947)—

This Law makes provision for the establishment of a Provident Fund for certain classes of governmental or quasi-governmental employees whose circumstances are such as not to render it to their advantage to be subject to provisions of the nature usually contained in pensions laws strictly so called.

The Jamaica Constabulary Force (Amendment) Law, 1947 (Law 28 of 1947)—

This Law assimilates the qualifications required of members of the Jamaica Constabulary Force for the grant of retiring benefits in many respects to those required of officers of the central Government for the grant of such benefits.

The Kingston and St. Andrew Corporation (Amendment) Law, 1946 (Law 30 of 1947)

The Parochial Boards (Amendment) Law, 1946 (Law 31 of 1947)—

These Laws extend to local government authorities the principles of adult suffrage and of single member constituencies which were introduced into Jamaica by the Representation of the People Law, 1944 (Law 44 of 1944).

The Minerals (Vesting) Law, 1947 (Law 38 of 1947)—

The Mining Law, 1947 (Law 41 of 1947)—

The first of these Laws vests in the Crown all minerals, subject to certain specified exceptions, even though the surface soil beneath which those minerals lie is vested in an individual. The second of these Laws is intended to facilitate the exploitation of the mineral wealth of Jamaica and to ensure that that wealth is only exploited in the manner most conducive to the public good.

The Textile Industry (Encouragement) Law, 1947 (Law 52 of 1947)—

This Law is designed to encourage the establishment of a textile industry in Jamaica by extending to persons who engage in that industry certain exemptions from customs duty, tonnage tax and certain reliefs from income tax.

CHAPTER 9—JUSTICE, POLICE AND PRISONS

LAW AND THE COURTS

The system of Law in Jamaica is based on the English Common Law, Local Statutes and certain Laws and Statutes of England which by 8 Victoria Chapter 16, now incorporated in Law 17 of 1943, were made a part of the Laws of the Island, except in so far as they have been or may be repealed or amended by any Local Statute.

The Courts of the Island are:—

1. The Supreme Court of Judicature
2. The Resident Magistrates Courts
3. Petty Sessions Courts
4. Coroners Courts

The Supreme Court which consists of the Court of Appeal and the High Court of Justice is a Superior Court of Record and exercises jurisdiction in every type of case civil and criminal.

The Judges of the Supreme Court are the Chief Justice of Jamaica and four Puisne Judges.

The Court of Appeal, which is constituted by three Judges, hears all appeals, civil and criminal, from the High Court and Resident Magistrates Courts as well as appeals from the Cayman Islands and the Turks and Caicos Islands, and there is also provision for Justices in Petty Sessions to state cases for the opinion of the Court.

Appeals from Justices in Petty Sessions, in tax cases, and from certain statutory bodies are heard by a Judge of the Supreme Court sitting in Chambers.

A Judge of the Supreme Court sitting in a Circuit Court, with a jury, has jurisdiction to try all indictable offences.

Cases of every type come before the Supreme Court from time to time but on the civil side, matrimonial causes and actions for negligence, and on the criminal side, cases under the Larceny Law and trials for crimes of violence are in the greatest number.

A Resident Magistrate has jurisdiction:—

- (a) in civil matters where the amount claimed does not exceed £100 and in certain cases where the amount claimed does not exceed £200 and,
- (b) in criminal matters summarily and on indictment within the limits set out in the Resident Magistrates Law.

The Petty Sessions Courts are presided over by Justices of the Peace or, by the Resident Magistrate of the parish who has the jurisdiction of two Justices of the Peace, and deal with minor offences.

The Coroners Courts are presided over by the Resident Magistrate of the Parish, as Coroner, with a jury.

The Bar and Solicitors enjoy the same rights as they do in England.

The Attorney General's Department consists of the Attorney General, the Solicitor General, a legal Draftsman and two Crown Counsels.

The Crown Solicitor's Office consists of the Crown Solicitor, the Assistant Crown Solicitor and one other Solicitor.

POLICE

The Jamaica Constabulary Force is constituted under The Jamaica Constabulary Force Law, Chapter 129 of the Revised Edition.

On enrolment each Constable is sworn in to serve for a period of five years, the first six months of which he is put on probation. The training of recruits which includes newly appointed Sub-Inspectors, is carried out at the Police Training School and Depot, Kingston.

The Establishment of the Force consist of a Commissioner and a Deputy Commissioner of Police; nine First Class Inspectors; nine Second

Class Inspectors, nine Third Class Inspectors and four Sub-Inspectors: 431 Sub-Officers and 1,345 Constables a total of 1,809. Included is a Criminal Investigation Department, which contains a force of 75 Officers, Sub-Officers and Men, a Finger Print Bureau, Criminal Records Section, Modus Operandi Bureau and Photographic Section.

In addition to the Establishment, there is a Rural Police Force constituted under The District Constables Law, consisting of (1,250) District Constables and (1279) Special District Constables. The District Constables are paid from public funds, whilst the Special District Constables are paid by the person upon whose applications they are appointed.

The duties of the Rural Force are akin to those of the Constabulary, and their powers of arrest are similar. They constitute a useful force for protecting life and supervising property.

The Police were particularly effective during the year under review in preserving order at public meetings held during the Parochial Elections and in preventing acts of violence during trade disputes. The enforcement of the Traffic Laws and Regulations, and the Defence Regulations relating to Price Control, and the detection of breaches of the Excise Law and Smuggling (especially Opium) were among their multifarious duties.

During the year, there has been a decrease in major preventable crimes which includes House-breaking, Larceny from Dwellings, Shop-breaking, Robbery, and Larcenies from the Person, when compared with the years 1945 and 1946.

The re-organising of the Force according to the recommendations of Superintendent W. A. Calver in his Report on the Force in 1945, was commenced in April, 1947.

PENAL ADMINISTRATION

Prison administration is under the control of the Director of Prisons assisted by a staff consisting of a Deputy Director, three Superintendents and 385 others.

2. There are three prisons, namely:-

- (1) The General Penitentiary;
- (2) The St. Catherine District Prison; and
- (3) The Richmond Farm Prison.

Each of these prisons is under the control of a Superintendent and staff.

3. The *General Penitentiary*, which is situated on the Kingston waterfront, has two Divisions, the Male and the Female. The Male Division is intended for prisoners serving sentences of over nine months, with hard labour. Work done by these prisoners includes domestic duties (cooking and cleaning), baking, carpentry, furniture-making, tinsmith-work, brick-making, quarrying for limestone and the manufacture of lime, plumbing, mat and mattress making and masonry. The Female Division provides accommodation for all female prisoners. Its inmates are occupied in the making and laundering of linen and clothing for Government Departments and the Public Hospitals in Kingston. Selected prisoners attend sewing classes arranged by social welfare bodies and the proceeds from the sale of their work are used to assist them on discharge.

4. The *St. Catherine District Prison* comprises a 200-acre prison farm and is situated near Spanish Town. It is intended for male prisoners serving terms of nine months and less, without hard labour, and for juveniles. The work carried on is mainly agricultural.

5. *Richmond Farm Prison*, comprising approximately 400 acres and situated near the town of Richmond in the parish of St. Mary, was established in 1944 with funds provided under the Colonial Development and Welfare Act. The purpose was to provide training in agricultural and farm work for specially selected prisoners, with a view to

fitting them to become competent farmers on the expiration of their sentences. This represents the first attempt at segregation by character of the prisoner and a departure from the usual practice of surrounding a prisoner with physical restrictions. From 1944, when the first twelve prisoners were transferred to Richmond Estate to live in the Great House, steady progress has been made in developing and making a success of the scheme. During the year under review, the prisoner muster increased steadily from 80 to 129 prisoners, and this increase was reflected in the development of the farm and the training of prisoners employed in working it under conditions which they must use on discharge. Details of the work done by prisoners will serve as an illustration of the varied tasks applicable to agricultural training viz.:—sawing lumber, malarial control, spraying bananas, wire fencing, repairing roads, shoeing of mules, land repairing carts, bee-keeping, the planting and propagation of bananas immune to Panama Disease, manufacture of coconut oil from coconuts picked on the estate, cultivation of sugar cane, sweet potatoes, cocoas and cassava.

Recreation and education have not been neglected. Cricket matches are played regularly between prisoners and local clubs, staff take part in the games. School classes have been taught in the evenings after work by one of the staff.

6. *Prison Population*—The number of prisoners in the prisons in 1946, was as follows:—

	On 1.1.47	On 1.12.47	Daily Average
General Penitentiary Male			
Division	1,057	1,086	1,098
Female Division ..	98	71	93
St. Catherine District Prison			
Adult Division ..	458	607	567
Juvenile	113	99	112
Richmond Farm Prison	80	113	107
	<u>1,806</u>	<u>1,976</u>	<u>1,977</u>

Approximately 53% of the number of male prisoners received into the General Penitentiary were on their fifth or more conviction and 88% were sentenced to serve from nine months to three years. Of the female prisoners about 62% were admitted on first conviction and 82% were sentenced to serve less than six months. Approximately 62% of the prisoners received at the St. Catherine District Prison were on first conviction and 64% were sentenced to less than six months.

7. *Medical Attention*—The health of the staff and prisoners is the responsibility of three Medical Officers and two dispensers.

8. *Recreation and Education*—The facilities for recreation in these prisons, with the exception of the Richmond Farm Prison, are limited, games being provided principally for the juveniles. There are two teachers on the staff of the Department, one at the General Penitentiary and one at the St. Catherine District Prison but their activities also are confined mainly to juveniles.

9. *Religious Services*—Religious services are held regularly each week in all prisons.

10. *Boards of Visitors*—There is a Board of Visitors, appointed by the Governor, for each Prison.

11. *Prisoners in Lock-ups*—In addition to the prisoners confined in the prisons, persons serving very short sentences (i.e., up to ten days) or held pending trial are confined in lock-ups at the Head Stations of the Constabulary of which there are fourteen in the Island.

CHAPTER 10—PUBLIC UTILITIES

Apart from transportation services, details of which are given in Chapter II, the more important public utilities are water supplies, irrigation, electric lighting and the telephone system.

WATER SUPPLIES

All public water supplies in the Colony are owned by the Central or Local Government Authorities. The provision of adequate and potable water supplies is the responsibility, in the Corporate Area of Kingston and St. Andrew of the Water Commission, a statutory body appointed by the Governor under the Water Commission (Corporate Area) Law, Cap. 66, and in the other parishes, the Parochial Boards, with the assistance, financial and otherwise, of the Government. The Public Works Department, through its Hydraulics Branch, prepares or advises on all new major schemes. The All-Island Water Advisory Board, a non-statutory body appointed by the Governor, advises Government on all matters affecting water supply.

Corporate Area—

Kingston and lower St. Andrew are supplied with water from five sources namely: the Hope River and the Hermitage Reservoir, both of which are gravity supplies, and three pumping stations. The Hermitage Reservoir impounds the Wag Water and Moresham Rivers at a point about 12 miles from Kingston, and has a capacity of 430 million gallons. More recently a large reservoir has been constructed at Mona in St. Andrew, to be fed from the Hope River, but it is not yet in operation. The pumping stations are the Long Mountain Well (capacity 4 million gallons a day), the Montgomery Corner Well (capacity 1 million gallons a day) and the Race Course Well (capacity three-quarter million gallons a day). These wells are operated by electrically driven deep well turbine pumps.

The Water is treated at four purification centres, namely at Sea View, Constant Spring, Hope and Cavaliers. The Constant Spring Filtration Plant is the largest; it consists of 8 Rapid Gravity Filter Units with the necessary settling basins and chemical equipment and has a capacity of 8 million gallons a day. All of the water supplied is sterilized by chlorination. The standard of purity is well maintained, daily bacteriological examinations being carried out in the Commission's laboratory; in addition further independent examinations are made by the Government Pathologist for the Medical Officer of Health.

During the great part of the year, the gravity supplies are sufficient to meet the demands of the public and the pumping stations are kept for use in periods of drought. The average daily consumption of water amounts to approximately 16 million gallons which is distributed through 300 miles of mains to approximately 19,700 rate payers; the total estimated population served is 198,000. About 35 per cent. of the services are metered, there being approximately 7,000 water meters installed at the present time. There are also approximately 1,500 Fire Hydrants which are maintained by the Commission.

The Water Commission also operates the sewerage system in Kingston. There are at present nearly 52 miles of sewer and the system is divided into three zones, namely, the High, Mid and Low Level Zones. The High and Mid Level Zones drain to two Disposal Works in Western Kingston, where the sewerage is specially treated, and the clarified effluent discharged into the harbour. The Low Level Zone is drained

to the Darling Street Pumping Station, where it is pumped by electrically driven centrifugal pumps to the open sea on the Eastern side of Kingston harbour.

Other Parishes—

In the parishes outside of the Corporate Area, there are 36 main public water supply undertakings, consisting of reservoirs fed from rivers or boreholes, which furnish supplies by gravity or by pumping. The average output of water from these projects ranges from 2,500 to 720,000 gallons a day and they supply areas ranging from one to thirty-eight square miles with populations ranging from 1,000 to 12,500 persons. Seventeen of these Water Supplies are chlorinated and five also have filtration plants—it is proposed to provide chlorination and filtration for others as finances permit. In addition there are 197 public rain-water tanks and 32 public wells, while 337 small springs provided with protected catchments serve as public water supplies. These water supplies are operated and maintained by the Parochial Boards. For piped supplies a water rate is imposed in each area of supply, while the tanks and wells are kept mainly as reserves in times of drought.

IRRIGATION WORKS

There are three principal irrigation schemes, namely, the Rio Cobre Irrigation Works, the Vere Irrigation Works and the Black River Drainage and Irrigation Scheme.

Rio Cobre Irrigation Works—

This irrigation scheme, which is supplied with water from the Rio Cobre River in the parish of Saint Catherine, was constructed by Government in 1870 and is maintained and operated by the Public Works Department. The main canal and its branches total over 41 miles in length and embrace an area of nearly 50,000 acres of which 30,000 acres are capable of being irrigated. About 21,135 acres are now under irrigation which includes over 8,000 acres of cane, over 5,000 acres of bananas, over 3,000 acres of guinea grass (mainly used for dairy farming) and over 200 acres of mixed cultivation. The quantity of water supplied is approximately 16,156 cubic yards per hour.

Vere Irrigation Works—

This undertaking which is situated in the Vere District of the parish of Clarendon is under the control of the Vere Irrigation Commission, a statutory body consisting of 5 members of whom 3 are nominated by the Governor, and 2 elected by the owners of the properties. The water is derived from the Cockpit River in Lower Clarendon, and the scheme at present utilises 5,000 cubic yards per hour.

The irrigation canals are $7\frac{1}{2}$ miles in length, and are divided into two portions, a low level canal and a high level canal. The low level canal, about $2\frac{1}{2}$ miles long, extends from the Cockpit river to the pumping station where a pumping plant is established for pumping the water to higher levels.

Black River Drainage and Irrigation Scheme—

The Black River in Saint Elizabeth contains in its upper reaches large areas of morass which cause periodical flooding and the creation of swamps and the purpose of the scheme is to keep the waterways of the river and its tributaries clear and to drain the surrounding swamps. The scheme is operated by the Black River Drainage and Irrigation

Board, a statutory Body (Law 50 of 1941), consisting of a Chairman and six members and comprising Representatives of the Government, the Parochial Board and the property owners. Since 1941, approximately 3,000 acres of swamp lands have been reclaimed.

ELECTRIC LIGHT AND POWER

Electric light and power in the Colony is supplied by private Companies under licence, the largest of which is the Jamaica Public Service Co., Ltd., which also operates the tramways in the Corporate Area.

The Jamaica Public Service Co., Ltd., supplies electric light and power to the Corporate Area of Kingston and St. Andrew, and through a system of high tension transmission lines aggregating 150 miles, extends a similar service to the towns of Spanish Town, Bog Walk, Linstead and Old Harbour, in the parish of Saint Catherine, and to the town of May Pen in the parish of Clarendon, as well as to nearly all of the large banana and sugar plantations in the parishes of Saint Catherine and Clarendon. The Company also provides a light, power and ice service to the towns of Montego Bay, Port Antonio and Saint Ann's Bay on the north coast, and a light and power service to the towns of Brown's Town, Ocho Rios, Oracabessa, Falmouth, Lucea and Black River.

The Company operates a steam power station in Kingston, totalling 13,000 H.P., a hydro-station at Bog Walk, totalling 1,500 H.P., a hydro-station on the upper White River in Saint Ann, of 5,250 H.P., a smaller hydro-station of 90 H.P. at Prospect also on the White River, and is constructing a hydro-station on the Roaring River in Saint Ann, which will add another 5,750 H.P. capacity. The latter station it is anticipated will be completed early in 1948, and preliminary engineering work is already being done on a further hydro-station on lower White River to develop an estimated 7,500 H.P. The smaller communities are at present supplied from isolated diesel plants.

In addition to the activities of the Jamaica Public Service Company, Ltd., the following townships and their environs are served with electric light and power by small private Companies or individuals, under licence, the supply being locally generated:—

- (a) Mandeville, Christiana and Spaldings in the parish of Manchester;
- (b) Port Maria in the parish of Saint Mary;
- (c) Savanna-la-Mar in the parish of Westmoreland;
- (d) Morant Bay in the parish of Saint Thomas.

Some Sugar Estates and commercial undertakings also operate electrical generating stations for power supply to their factories.

The question of changing electrical frequencies in Jamaica occupied considerable interest and attention and towards the end of the year, Mr. V. A. H. Clements M.I.E.E., E.R., Econ., S. Chartered Electrical Engineer attached to the North-Eastern Supply Co. of Newcastle-on-Tyne visited Jamaica at the invitation of the Jamaica Chamber of Commerce and Merchants' Exchange and submitted a report after a brief and intensive study of the matter.

TELEPHONE SERVICES

The Telephone Services throughout the Island are operated by a private company, The Jamaica Telephone Co., Ltd., under licence. The Company has for a long time held a licence for operations in King-

ston and the suburban areas of Saint Andrew where a modern automatic service is provided, but in 1945 it purchased from the Jamaica Government the All-Island Telephone System which had been installed by the Government in 1939. This system affords communication between all but two of the parishes, serving one or more of the principal towns in each. This system comprises 28 telephone stations, which are operated from three exchanges.

During the year a Telephone Rates Board appointed by the Governor in Executive Council under the provisions of the Licence granted to the Company, revised the rates chargeable for telephone services. The new schedule of increased rates became effective on the 1st October, 1947.

BROADCASTING

The most important development in the history of Broadcasting in Jamaica occurred in May, 1947, when the Government announced that it was prepared to accept proposals for the establishment of a Commercial Broadcasting Station in the Island.

Regularly scheduled broadcasts in Jamaica were commenced in November of 1939, when Mr. John F. Grinan, a well-known radio amateur, presented his transmitting equipment to Government for this purpose. The equipment was designed for the intermittent use over short periods which is normal in amateur radio, but from time to time it was possible to increase the "staying power" of the equipment and, thereby, the daily programme period. Since 1939 the normal service has been increased from one hour a week to twenty-eight, with additional broadcast periods during important conferences and sports fixtures.

The equipment is located in a small private house in the residential area of St. Andrew, which serves as offices, studios and transmitter station, and while ZQI, as it has been known since early in 1940, has a very wide following in all parts of the island it has long been recognised that further development of the service is impossible under the present restrictions of space, staff and equipment. The Station is supported by an annual vote from public funds, and the allocation for programmes is approximately one pound per hour of air time. Operation is complicated by the fact that there are no sound-proofed studios; that reception and other equipment must be used within a matter of feet of the 1,200 watt transmitter and directly under transmitting antennae, while eight years of operation have produced vast quantities of transcriptions, records, spare parts and so on for which there is no suitable storage space. The staff has worked, in many cases, for seven days a week without vacation, and it has been becoming increasingly clear that such conditions cannot continue and that the full uses of broadcasting cannot be employed under such circumstances.

It was with these thoughts in mind that Government decided that the only way in which the reasonable demands of the listening public could be met was through commercialising the service. Funds were not available under the Colonial Welfare and Development Act, nor were collections from licences likely to support an expanded service, let alone provide the very considerable capital expenditure involved in setting up a regular station, with studios and offices, transmitter and receiver stations.

Several applications have been received for the granting of the franchise, and early in October an *ad hoc* Committee, appointed by the Governor in Executive Council, commenced work on the examination of the various applications with a view to reporting to Government on which appeared to be the most suitable to the needs of the Colony.

CHAPTER 11—COMMUNICATIONS

SHIPPING

The volume of shipping which, with the cessation of hostilities, took an upward trend continued to increase during the year 1947 and cargoes were in excess of pre-war tonnage.

Large stocks of rum (casks) accumulated during the war years, were exported to the United Kingdom. There was also a good export trade in bottled rums to the United Kingdom and Canada. Marked increase was also noticeable in the quantity of cigars exported to the United Kingdom.

Regular passenger service now exist to the United Kingdom but no regular services as yet exist to the United States of America, Canada and Central America.

AIR TRAFFIC

Traffic by air continues to increase at a rapid rate. The Caribbean Airways, Ltd. and British South American Airways started operations in this zone during the year 1947. The other Air Lines operating in Jamaica are Pan American Airways Inc., the Royal Dutch Air Lines and Air Transport Agencies.

RAILWAY

The Jamaica Government Railway, 207½ miles in length, traverses the Island in two main lines and three branches. The main lines are from Kingston to Montego Bay (112½ miles) and from Spanish Town to Port Antonio (63½ miles) while the branch lines are from May Pen Junction to Frankfield (23 miles), from Bog Walk to Stirling Castle (6 miles) and from May Pen to Fort Simonds (5½ miles).

During the year a portion of the track on the Ewerton Branch line from Stirling Castle to Ewerton was put out of service, due to greatly diminishing traffic.

On account of the light nature of traffic on many of the branch lines, it has been necessary to curtail steam trains and substitute Diesel operated Rail cars for many of these services.

The Railway has also converted a number of steam locomotives from coal burning to oil burning, resulting in substantial economies in operation.

The Railway operates at a loss (the Revenue for the year ended December 31, 1947 being £345,404, Expenditure £581,220), caused by competition from road transport and short hauls over steep gradients. The difference between Railway expenditure and revenue widened further in 1947, as a result of a fall in traffic following increased competition from road transport. The drop in traffic made it necessary to carry out a programme of curtailment of services and retrenchment of staff.

ROADS

Jamaica is, on the whole, well served by roads, but owing to the mountainous nature of the Island a great length of roadway is required to enable agricultural produce to be transported to the towns and ports. There are at present 4,594 miles of roadway capable of carrying motor traffic, of which 554 miles are surfaced with asphalt. Of this 2,544 miles are arterial or main roads, maintained by the Public Works Department, and 2,137 miles are secondary or parochial roads, maintained by the Kingston and St. Andrew Corporation and the Parochial Boards. The majority of these roads are in good condition.

In addition there are many hundred of miles of bridle tracks, 3,357 parochial, 2,021 bridle and other roads) under the care of the Parochial Authorities.

The area of the Colony being 4,404 square miles, the road development is equivalent to 1 mile of motor road to every 0.96 square mile of area.

A number of useful road improvement or construction works was carried out during the year, but there was no major item of road work which calls for special comment.

ISLAND TRAFFIC AUTHORITY

10,902 vehicles were registered in the year 1947. Public passenger vehicle service in the Corporate Area improved considerably during the last quarter of 1947 as the result of the importation of 40 new buses by Messrs. Jamaica Utilities, Limited who operate services on the principal routes in Kingston and St. Andrew. These units came into service on the 1st of November, 1947. As a result of the introduction of these new vehicles into service the full complement of buses is now operating on all routes as authorised by the Licensing Authority, and over-crowding has been reduced appreciably. The Tramway service in the Corporate Area was further reduced when a section of the Hope Gardens line between Matilda's Corner and Halfway Tree was abandoned.

2. There are at present 81 buses plying for hire as Stage Carriage between Kingston and various points throughout the country. A number of trucks, station waggons, and Royal Mail vans also operate as Stage Carriages.

3. 1,212 licences were issued authorising 1,557 vehicles to be used as carriers of goods.

4. Road accidents in respect of the year 1946-47 were 1,723, 31 persons were killed and 850 received injuries as a result of these accidents. The increase in the number of accidents was approximately one quarter over that of the previous year, and one third more persons were injured. Only one more fatality occurred in 1946-47 than in 1945-46.

CIVIL AVIATION ACTIVITIES

Civil Aviation activities in the Colony (and its Dependencies) are under the control of the Director of Civil Aviation. The year under review has been one of increased traffic and steady expansion of services to aircraft offered by the Civil Aviation Department.

PALISADOES AIRPORT

Scheduled flights were operated by the following airlines and represented 62.88% of the total aircraft handled at this Airport:—

British South American Airways Corporation
Pan American Airways, Incorporated
K.L.M. (Royal Dutch Airlines)
British International Air Lines, Limited.

Non-scheduled flights—several airline companies operated non-scheduled flights (i.e. charter, etc.) which represented 27.78% of the total number of aircraft handled.

Non-commercial flights (i.e. private, military and diplomatic) represented 9.34% of the total number of aircraft handled.

A daily average of 13.27 aircraft and 194.92 embarking, disembarking and intransit passengers, passed through the Airport during the year.

Radio—The newly established Aeronautical Telecommunications Station (call sign MRX), provided by the Civil Aviation Department, gave radio service to all aircraft in the area.

MONTEGO BAY AIRPORT

Special arrangements were made to open this Airport in February, 1947, for limited operations.

Commercial, private and military aircraft averaged 1.17 flight per day.

POSTAL SERVICES

There are 310 Post Offices and 60 Postal Agencies, and a daily exchange of mail (except on Sundays) is carried on with the Head Office in Kingston. Internal mails are transported by the Jamaica Government Railway, the Public Works Department, private contractors and, in the Corporate Area of Kingston and St. Andrew by the tramways of the Jamaica Public Service Company.

On the 31st December, 1946, there were 60 postal telegraph and 181 public telephones offices in the Island, in addition to 45 telegraph offices operated by the Jamaica Government Railway Telegraphic Service.

In April, 1946, a wireless circuit was established for the first time, between Head Office and the Montego Bay Post Office, as an auxiliary to the land line telegraphs.

As regards overseas telegrams, Cable and Wireless (West Indies) Limited, operates direct circuits from Kingston to Turks Island, Bermuda, Barbados and Halifax, Nova Scotia. At Halifax semi-automatic re-transmission is provided to Montreal and London giving a virtually direct circuit from Kingston to both places. The system also provides direct circuits to Santiago-de-Cuba, Havana (Cuba) New York City, San Juan and Ponce, Puerto Rico. The special Empire Flat Rates Scheme whereby messages between any two parts of the British Empire can be sent at greatly reduced rates is in operation. Greeting Letter Telegrams between Empire Countries may be sent at 5/- for 12 words. There is an overseas telephone service with the United States of America, Canada, Cuba, Mexico, Bahamas, Puerto Rico, and the United Kingdom, the connection being made through Miami, Florida.

A reduction of the existing Air Mail rates collected by Government from the general public for the use of the Air Mail Services maintained by P.A.A. Inc., for the transportation of mails from Jamaica was effected during the year. The reduction made it possible to provide a uniform postage charge of 6d. to all western Hemisphere countries

PUBLIC WORKS DEPARTMENT

In addition to the work of the Department, both advisory and constructional, in respect of Colonial Development and Welfare Schemes, which are commented on elsewhere, its activities in 1947, covered the following:—

- (a) the maintenance of 2,544 miles of main roads, 743 bridges, and 3,928 public buildings with an estimated expenditure of £419,775. This includes £20,000 for flood damage repairs usually ranging from £50,000 to £100,000 per annum.

- (b) the construction of extraordinary and minor works (roads, buildings, water supplies, etc.) estimated at £510,906 the greater part of which was carried out during the year.
- (c) rehabilitation works, falling under two heads:—
 - i.e. (i) Swamp reclamation in Portland and St. Mary.
 - (ii) Improvements to roads in Portland, St. Thomas, St. Mary, St. James, Manchester and Clarendon.
- (d) surveying of, and advising on, Government and Parochial projects (roads, buildings and water supplies).

GENERAL

Representatives from Jamaica attended the Fact Finding Meeting on shipping in the Caribbean Area, held in Barbados during July. The report of the conclusions reached was made available to the conference on Closer Association at Montego Bay in view of the interest evinced in the provision of adequate communications for the area.

CHAPTER 12—LITERATURE, ARTS, ETC.

HISTORICAL RESEARCH

The West India Reference Library of the Institute of Jamaica continues to serve as the recognized source of information in the Western Hemisphere for all engaged in historical research concerning the Caribbean.

This unique library, together with the Colonial Archives housed for the present in Spanish Town, represents an unparalleled depository of books, manuscripts, maps, newspapers and periodicals relating to Jamaica, the West Indies, Central America and West Africa.

The services afforded by the library include the making available of material to local and foreign researchers who apply in person, and the supplying of information in answer to queries received daily from all parts of the world.

Among the more noteworthy research undertakings for the year was that done on behalf of Mr. D. W. Spreull, A.R.I.B.A., the Town Planning Officer, who consulted maps and other printed material illustrating the growth of Kingston during the past 250 years; and that done for Miss Alice Stewart of Wellesley College, Wellesley, Massachusetts, who spent a fortnight in Jamaica for the purpose of studying the Reference Library's records regarding Canadian and Jamaican trade relations of the late 19th Century.

With the recovery from the dislocating effects of the war years the use now being made of the library both by local and overseas students increases daily, while there have been other recent noteworthy advances in historical activity, in particular the formation of the Jamaica Historical Society in 1943, "for the pursuit and encouragement of the objective study of history in Jamaica". During 1947 the Society continued its regular series of weekly broadcasts given on alternate months by members over the local Government Broadcasting Station, ZQI; offered a shield entitled the "Vendryes Shield" for competition amongst the Secondary Schools of the Island, and published the second volume of its official organ, "The Jamaican Historical Review". Projected publications include a reprint of Charles Leslie's "History of Jamaica", as well as a collection of broadcasts entitled "Talks on Jamaican History". The Society continues to receive assistance from the British Council which provides funds for its publications.

In addition to the Reference Library, there is an Historical Gallery in the Institute's Museum building, of interest and value to both visitors and students of history. This Gallery contains a large, varied collection of archaeological remains, coins, medals, portraits, engravings, weapons and other historical objects covering the different periods of Jamaican history. Amongst the more interesting of these are the Arawak remains, the Spanish carvings excavated at the site of Seville the first capital of the Island and dating from around 1530, the slavery relics, and the famous "Shark Papers" which, recovered by chance from a shark's maw, led to the condemnation of the Brig "Nancy" at Kingston in 1799.

Music

Three series of Lunch Hour Concerts organized by the Institute of Jamaica were presented during 1947 and continued to attract enthusiastic audiences.

The Board of Governors decided to extend the Institute's musical activities by inaugurating a series of Concerts for children of the

Elementary schools. The Institute, in collaboration with the British Council and the Education Department, has arranged to present nine such concerts in 1948 at the Ward Theatre in Kingston. The Theatre has a seating capacity of 1,000 and it is estimated that 9,000 children from the schools of Kingston and St. Andrew will have the opportunity of hearing one concert during each year. Apart from solo performances, the children will be given an opportunity of hearing the local string orchestra and singing by the more advanced choirs and choral groups. Fifteen minutes of Community singing will be a regular feature of the Concerts.

The first Music Festival since 1939 was held during the year with a large measure of success. The Festival was organized by the Musical Society of Jamaica and the adjudicator was Dr. Frederick Staton who also gave a series of lectures.

The British Council presented a series of fortnightly concerts of recorded music.

LITERATURE

During 1947 the Editors of Focus were busy collecting material for the second edition of this magazine which includes poems and short stories, critical articles and plays, and is representative of the work which is being done by Jamaican writers.

ART

The following exhibitions were on show in the Art Gallery of the Institute of Jamaica during 1947.

"British Books Exhibition" organized by the British Council.

Water Colour paintings of Jamaica by an American artist—L Gerard Paine.

"Photographs of Five Countries—Egypt, Palestine, Syria, Lebanon and England" by Mr. Eric Deuchars, Secretary of the Institute of Jamaica.

Exhibition of the Institute's Contemporary Art Possessions.

Exhibition of Jamaica Furniture and Crafts.

Exhibition of the Denham Shield Competition for Art work in schools. The Annual Art Exhibition, representative of paintings done in the land.

An Exhibition of Chinese Paintings.

The Exhibitions were well received by the general public and there was a considerable increase in the number of people visiting the Gallery.

Art Classes

In 1947 Mr. Eustace Myers donated 1,000 guineas to the Institute of Jamaica for further development of the Art Classes and a full-time Art Teacher was appointed by the Board of Governors of the Institute.

The newly organized classes opened in October and 153 people registered—83 adults, 47 children in their teens and 23 under 10 years of age. Thirteen classes a week are held in the Art Rooms of the Junior Centre of the Institute in East Street. The term lasts 10 weeks and the Board provides free scholarships for those who cannot afford to pay a fee. Tuition is given in Drawing and Painting.

DRAMA

In the year under review, the Little Theatre Movement sponsored the production of a play in verse entitled "Play without Scenery" by the young Jamaican poet, George Campbell. The movement also presented Shakespeare's "Othello" and the pantomime "Cinderella". This pantomime has been adjudged the best so far and has been of great assistance to the Movement financially. The Junior Little Theatre Movement produced an adaptation of "Wuthering Heights".

LIBRARIES

West India Reference Library

The classifying and cataloguing of the West India Reference Library recommenced in August with the return of Mr. K. Ingram from England, where he had been on a librarian's scholarship granted by the British Council.

Important additions to the library's book stock made during the year include a fine, 16th Century edition (the first Latin translation) of Las Casas's "Narrative of the Spanish Devastation of the Indies".

General Library

The General Library's subscription is 5/- per annum, but many sustaining members contribute one guinea a year. This Library's membership is 3,927, and during the past 4 years an average of 131,268 books has been issued annually. The main interests in non-fiction reading are Biography, History, Travel, Literature, Sociology and Philosophy (Psychology).

Deposited Libraries

The Institute Library seeks to meet the needs of a number of rural centres and associations. From the Junior Centre 108 sets of books have been circulated to Teachers Associations, Elementary Schools and Training Colleges, and from the General Library sets of books are circulated to affiliated societies and welfare centres.

Junior Centre, East Street

During the year 1947 the Junior Centre, which offers full library facilities to a membership of 3,000 young people between the ages of ten and eighteen, issued 53,153 books. This shows an increase of 10,232 books on the total for 1946.

Three series of extra-Library activities took place at the Centre as follows:—

- 13 Talks dealing with Travel, Literature, Music and Civics.
- 2 Interschools Debates.
- 6 Film Shows
- Weekly Story Hour.

Halfway Tree Junior Centre

For the months January to December, 1947 the total book circulation was 19,081. Being 16,552 books of fiction and 2,529 books of non-fiction loaned. The membership of the library is maintained at 1,100 and the book stock at the end of the year was approximately, 2,755.

The following extra-library activities were organized:—

- 5 Talks dealing with Literature, Travel, Music and Broadcasting.
- 6 Film Shows.
- 5 Musical Programmes.
- 4 Story Hours.

NATURAL HISTORY

The Science Department occupies the ground floor and the eastern part of the basement of the Museum Building of the Institute of Jamaica. It has plans for expansion to take over the entire building. The department serves, with steadily increasing efficiency, as a clearing house for scientific information, as an agency for Natural History propaganda, as a centre for investigation and research, and as a depository for scientific study and specimens.

The large gallery to the right of the Museum entrance, deals with plants and animals. This gallery was opened to the public on July 3, 1945. The exhibits give a comprehensive survey of the Plant and Animal kingdoms using Jamaican examples to illustrate the various groups. The showcases are constructed of local woods and provide an exhibition in themselves. Over 200 different Jamaica grown woods are displayed as panels below the showcases. Apart from the main survey there are special exhibits on seaweeds, ferns, grasses, fungi, palms, seed dispersal, mosquitoes, bird migration and sponges. In preparation is an extensive survey of flowering plants. There are many gaps in the Animal Survey but the Museum from the outset has been extremely handicapped by the lack of essential equipment and collecting facilities. The exhibits of several groups, however, *e.g.*, butterflies, reptiles and marine mollusca, may be considered quite representative.

To the left of the Museum entrance a gallery devoted to geology and allied subjects is being prepared. Here again the educational function of the Museum is being stressed. The exhibits will tell the story of rocks, and earth formations, they will explain the presence and formation of fossils and show their significance. A Survey of minerals will give an idea of the characteristics of the most important ores. The geological and mineral surveys will not be confined to Jamaica, which is limited geologically, but they will be world wide in scope and application. Special exhibits of Jamaican rocks, minerals and fossils are being provided. Also in preparation are wall exhibits on erosion and its control, earthquakes, volcanoes, and weather.

The Museum also maintains a small collection of live animals in the Institute gardens. The exhibits include Crocodiles, Pond turtle, Mon-goose, Yellow Snakes, Iguanos, Agouti, Jamaica Cony, Pelicans, Doves, Pigeons, Parrots.

Study collections are provided for and are slowly growing. During 1947, facilities for these collections were considerably enlarged and improved with special attention being given to the collections of aboriginal remains, insects, birds, rocks and minerals. The herbarium has grown considerably and new facilities have been provided for the lichens.

Several visitors to the island have made the Museum their headquarters and have contributed materially to the Museum's collections. Mr. Robert Howard, of Yale University, spent six weeks, during June and July, studying the archaeology of the island. Mr. Day Kimball of London, continued studies which he had commenced in 1946 on the land snails of the genus *Pleurodonte*. Dr. C. T. Trechmann, British Geologist and Palentologist, arrived in the island in July and remained

the rest of the year continuing his researches in Jamaican geology which has been of primary interest to him for many years. His extensive collections are being deposited with the Museum.

A Science Library is being developed in connection with the Museum. It now contains over 6,000 volumes apart from reprints and journals. An exchange of publications with scientific institutions abroad, is being built up. During 1947 two publications were distributed at the Museum; these being "Glimpses of Jamaica Natural History" Vol. II and "A Geological Map of the Kingston District of Jamaica with Explanatory Notes" by C. A. Matley.

The Natural History Society of Jamaica was founded (January, 1941) and has been developed with the stimulus and facilities of the Science Museum. The Society makes the Museum its headquarters. A mimeographed journal "Natural History Notes" is produced bi-monthly at the Museum. Among the activities of the Society have been the arranging of field trips to various parts of the Island and a summer camp of two weeks duration in the heart of the Blue Mountains. Also the Society has sponsored series of radio talks on natural history subjects over the local station.

The Matley Natural History Competition is supervised annually by the Museum. This Competition was founded by Dr. C. A. Matley, Government Geologist for Jamaica 1924-26, who left a sum of money, the income from which has been used for awards in the Competition.

The Wild Life Protection Committee, under the chairmanship of the Conservator of Forests, is a standing Government Committee to advise on matters concerning wild life legislation and protection.

PART III

CHAPTER 1—GEOGRAPHY AND CLIMATE

The island of Jamaica is situated in the Caribbean Sea between 17°43' and 18°32' N. Lat., and 76°11' and 78°20' 50" W. long., about 4,120 miles to the south-west of England, 100 miles west of Haiti, 90 miles south of Cuba, 445 miles north of Carthage, and 540 miles from Colon.

The greatest length of Jamaica is 148 miles and its greatest width is 52 miles while its least width (from Kingston to Annotto Bay) is 22½ miles; its area is 4,411 square miles or 2,823,174 acres.

The Turks and Caicos Islands and the Cayman Islands are Dependencies of Jamaica. The Turks and Caicos Islands, with a population of 6,148, lie between 21° and 22° North and between 71° and 72°50' West, about 450 miles to the north-east of Jamaica; they comprise several small islands and cays, the largest of which is about 10 square miles in area, and six of which are inhabited. The Cayman Islands, with a population of 6,762, which comprise three islands, namely, Grand Cayman, Little Cayman, and Cayman Brac, are situated between 19° and 20° North and 79° 83' and 81° 30' West, about 120 miles north-west of Jamaica; the largest, Grand Cayman, is about 90 square miles in area.

The island of Jamaica is divided into three counties and fourteen parishes namely:—

COUNTY OF SURREY		COUNTY OF MIDDLESEX		COUNTY OF CORNWALL	
Parish	Square Miles	Parish	Square Miles	Parish	Square Miles
Kingston and Port Royal ..	10.10	St. Catherine	483.27	St. Elizabeth	474.44
St. Andrew ..	181.3	St. Mary ..	254.04	Trelawny ..	352.55
St. Thomas ..	300.17	Clarendon ..	467.89	St. James ..	240.61
Portland ..	328.53	St. Ann ..	481.05	Hanover ..	177.08
Totals ..	820.1	Manchester ..	339.79	Westmoreland	320.39
			2,026.04	Grand Total	4,411.21

The geological formation of the Island consists of igneous rocks overlaid by several distinct formations. These include white and yellow limestone; carbonaceous shales; metamorphosed, porphyritic, granite and conglomerate rocks and alluvial deposits.

The surface of the Island is mountainous; of the total area of 4,411 square miles only about 891 square miles (or 570,635 acres) are flat, consisting of alluvium, marl and swamps. The highest peak of the Blue Mountain range in the centre of the Island, is 7,402 feet above sea level. There are twenty-six other principal peaks or spurs ranging in height from 1,500 to 6,000 feet.

The Island also possesses many rivers and springs, the majority of which rise in the central mountain area ranging from east to west of the island, and flow northward or southward to the coast. The chief of these are the Black River (44 miles long), the Rio Minho, the Rio Cobre, the White River, the Plantain Garden River and the Rio Grande. Most of these rivers, however, have a rapid fall and only a few are navigable. There are also several mineral springs, the best known of which are the radio-active waters of Milk River Spring in Clarendon and the sulphur springs at Bath in the parish of St. Thomas.

The largest and most important of the many harbours is at Kingston, the capital, one of the finest natural harbours in the world. This harbour has a total area of some sixteen square miles, of which some seven square miles have a depth of from seven to ten fathoms.

The average annual rainfall is about 77 inches, ranging from about 30 inches in the extreme mid-south to over 100 inches in the north-east. The temperature ranges from 80° to 86° at the sea coast to 40° to 45° in the highest mountain resorts.

CHAPTER 2—HISTORY

In prehistoric times Jamaica was inhabited by a people of Amerindian stock called the Arawaks. They appear to have been a mild and inoffensive people of a very primitive way of life who fell an easy prey in the other West Indian Islands to the Caribs, and in Jamaica, after the discovery of the Island by Columbus in 1494, to the Spaniards. It is clear from the Spanish records that they had exterminated the Arawaks completely by the middle of the seventeenth century.

The Spanish occupation of Jamaica lasted for over a century and a half and yet there is little more evidence of the Spaniards in Jamaica today than of the Arawaks whom they destroyed and supplanted. There are many Spanish place-names (such as Santa Cruz and Savanna-la-Mar) but there are no remains of buildings of any consequence other than the beautiful but fragmentary sculptures which have survived from the ancient capital of Nueva Sevilla, abandoned in 1534. When the riches of Mexico and Peru were opened up by the conquistadores, the Spaniards flocked to the mainland from the island Colonies. Jamaica in fact, became little more than a supply base for expeditions to the mainland of America and the population which had never been very great dwindled to an insignificant and impoverished community (principally engaged in rearing cattle and pigs) which offered little resistance to the English invasion under Admiral Penn and General Venables in 1655.

With this date the modern history of the Jamaican people may be said to begin. The last attempt to recover the island for Spain collapsed and the last remnant of the Spaniards left Jamaica from Runaway Bay in 1660. The Spaniards had imported slaves from Africa most of whom they took with them when they left Jamaica but a small number remained in the mountains of the interior and formed the nucleus of the Maroons.

Of the present Jamaican community, however, the founders and pioneers were the colonists who came from England, Wales and Scotland and Ireland and settled in the Island in the seventeenth century. They came as settlers, making homes for themselves in a new and undeveloped country. They brought with them their religion, their language, architecture, culture and customs, and their systems of central and local government, of roads and of public services, and thus laid the foundation of the political and social structure of Jamaican life.

There was a brief period of military government but as soon as colonists had settled in Jamaica in considerable numbers this temporary administration was superseded by a form of government, based upon the commission and instructions issued by Charles II in 1661 and 1662, consisting of a Governor appointed by the Crown acting with the advice of a nominated Council, and a legislature of Governor, Council and representative Assembly. In 1663, it was decided "to cause an Assembly of thirty freeholders to be fairly chosen in the several quarters of the Island" and this Assembly first met in 1664. From the beginning, this Assembly regarded itself as the equivalent in Jamaica of the House of Commons in England. The early history of the Constitution in Jamaica is concerned, to a very large extent, with a three-cornered struggle between Governor, Council and Assembly. The Assembly was engaged in a dispute with the home Government for the first 65 years of its existence over the question of revenue. It was finally agreed in the Revenue Act of 1729 (which has been called

the Magna Charta of Jamaica) that, in return for a permanent annual grant of £8,000 to the Imperial Government from the Assembly, it should be enacted that "all such laws and statutes of England as have been at any time esteemed, introduced, used, accepted or received as laws of this Island, shall and are hereby declared to be and continue laws of His Majesty's Island of Jamaica forever".

This constitution of the King (represented by the Governor) an Upper and a Lower House, modelled as closely as possible upon the English Parliament, lasted, with slight modifications, for two centuries.

The system evolved by the Tudor monarchs in England by which the Church and the local Magistrates carried out the work of local Government and many of the functions which would now be classed as social services was transplanted bodily to Jamaica. Parishes were established both as ecclesiastical and civil units. The Vestry as in England, served both as a Church Committee and a parish parliament. The system of local government which provided for the maintenance of the Church and the poor was laid down in the Act of 1681. Public workhouses and gaols were established early and provision was made for public health, roads, postal services, the preservation of order, public safety and protection from fire. No state system of education existed in the early days but 218 legacies for the Church, the poor and for education were left between 1667 and 1736 and many of the existing secondary schools are founded on the benevolence of early colonists.

There were two conflicting economic policies in West Indian Colonisation in the seventeenth century. In the earliest days the Colonists (like those in the mainland colonies of Virginia and New England) had relatively small holdings which they worked with the labour of their own families and servants brought with them or imported from England. They grew tobacco, cocoa, indigo, and, to a small extent, sugar. From about the year 1640, however, settlers in Barbados and other islands began to see the possibilities of large scale sugar production. This movement fundamentally altered the nature of English Colonisation in the West Indies and changed the whole structure of society and the balance of population. Jamaica was colonised at the period when this change was taking place and it soon became clear that, instead of having a numerous European population of small holders, Jamaica was to become a country of large sugar estates employing African slave-labour in large numbers with a small and diminishing European population.

Shortly after the English conquest, Jewish refugees from Spain and Portugal came to settle in Jamaica where they were free from persecution. They soon established themselves as an important element in the population, particularly in the towns where they engaged in trade.

The colonists and the slaves constituted entirely distinct social groups, separated not so much by race as by the rigid economic structure of an artificial society. It is this unnatural dualism in Jamaican social development in the past which prevented the people from being in any true sense a real community before 1838 and which furnishes the key to many of the evils and anomalies of Jamaican history.

England was a late comer in the African slave trade in which the first European nation to engage was Portugal. By 1713, however, the monopoly had passed to Britain and thousands of slaves were brought to the West Indies from Africa during the eighteenth century.

A large number came from the Gold Coast and most of the few African words surviving in Jamaican speech and most of the folk-lore are of Ashanti origin. The two main streams in Jamaica culture derive from the British Isles and from the West Coast of Africa and Jamaican music which often combines English tunes with an African rhythm provides a good example of the blend which has taken place.

Slave ownership was governed by Slave Laws. At first these were principally concerned with protecting the interest of the owner but they gradually evolved until, in the period which immediately preceded Emancipation, the protection of the interests of the slaves had been given greater emphasis.

The motive power for the abolition of slavery had its origin in England and was part of a general humanitarian movement. As a result of the efforts of such men as Grenville, Sharp, Clarkson, Wilberforce, Pitt, Burke and Fox, the slave trade was abolished in 1807 and, finally, slavery itself was abolished on August 1st, 1834, by an act passed by Parliament the previous year. After four years of apprenticeship, complete freedom was declared on August 1st, 1838. As has been suggested above, the history of the Jamaica community, in its fullest sense, may be said to have begun at that date.

The years which followed Emancipation were of vital importance in the integration of the Jamaican social structure. Unfortunately, the House of Assembly gave little or no lead or help in this process. No group of men did more to help the Jamaican people at this critical time than the missionaries of the non-conformist churches. They built chapels and schools and taught the people and their children and they helped the newly freed peasantry to settle on the land by buying estates and cutting them up into lots of suitable size. As a result, the estate ceased to be the main social unit and the population started to reform itself into new communities in new settlements. This process was made easier owing to the temporary collapse of the sugar industry which had been the great staple in Jamaica during the eighteenth century. This collapse had been brought about by various causes. Perhaps the most important was the loss of the artificial labour supply through the abolition of slavery and the resultant competition of "slave grown" sugar. Another was the introduction of Free Trade in Great Britain in 1846 which meant the end, for the time being, of preferential treatment in the British market. The situation was also affected by the evils of absentee proprietorship.

Although the immediate effects of these causes were largely beneficial to the peasantry of Jamaica, the ultimate effect, coupled with the dislocation of trade resulting from the American Civil War in the sixties of the nineteenth century was to bring about a period of acute economic depression. The resultant unrest found an outlet in riots in the parish of St. Thomas in 1865, which were put down with severity by Edward John Eyre, the Governor at that date.

In January, 1866, the House of Assembly, which had voted its own abolition, sat for the last time after a history of over two hundred years. A form of Crown Colony Government took the place of the old constitution and the Parish Vestries were superseded by Municipal Boards which in turn gave way to Parochial Boards. These constitutional changes made possible a number of important reforms which were initiated by Sir John Peter Grant and succeeding Governors. An Island Medical Department and a Government Medical Service were established, an Island Constabulary was organized and a Public

Works Department was set up. A scheme for the supervision and inspection of elementary schools was drawn up and embodied in the Regulations of 1867 which form the basis of the educational system of the Island. The Jamaica Schools Commission was created in 1879 and the Board of Education in 1892; the Institute of Jamaica for the encouragement of literature, science and art was founded in 1879. Poor relief was put on a new basis by the Law of 1886. The country was developed by the opening up of new roads and the extension of the railway. Towards the end of the nineteenth century the banana trade brought new prosperity to Jamaica and by 1937, nearly 27 million stems were being exported annually, while with the renewal of the preference system, the sugar industry revived.

As a result of the shortage of labour in the years following Emancipation, encouragement was given to the immigration of small numbers of Irish, German and free African labourers. A more successful measure, was the introduction of indentured labourers from India. Many of these settled permanently in Jamaica and there was later a limited immigration of Chinese who became shopkeepers, principally in the country districts, and Syrians who established themselves as merchants in the towns.

In 1907, occurred the worst earthquake in the history of Jamaica since that of 1692 which had destroyed Port Royal. Kingston was largely destroyed and some 800 people were killed. The rapid restoration of order and of normal life generally was largely due to the character and administrative genius of Enos Nuttall, Archbishop of the West Indies.

A rapid increase in population and the disastrous onslaught of diseases upon banana cultivations were amongst the various causes which brought about another period of economic depression causing unrest which culminated in riots in 1938. A local Commission of investigation was soon followed by the appointment of the West India Royal Commission under the Chairmanship of Lord Moyne.

The establishment of Jamaica Welfare in 1937 has been the principal event in the recent history of social welfare but many other important developments in the spheres of social and cultural life took place in the year or two preceding the war.

A new tendency became apparent to combine for common ends, and this led, in the political field, to the formation of parties, in the economic field to the development of co-operatives, and in the industrial field to the formation of trade unions. At the same time the tempo and complexity of political and economic life increased and coincided with a new realization of the responsibilities and opportunities of the people and of the need to tackle the problems of the future as a single community.

CHAPTER 3—ADMINISTRATION

CONSTITUTION

In 1944, Jamaica was granted a new Constitution which allows a much wider measure of self-government. The Constitution then existing which was a modified form of Crown Government—the Colony was administered by the Governor with the advice of a Privy Council (all officials or nominees of the Governor) and with the aid of a Legislative Council presided over by the Governor and in which there was a majority of official members and nominees of the Governor—was replaced by one in which there are four principal Bodies, one of which, the Executive Council, containing an equal number of official and elected members, is the principal instrument of policy. The House of Representatives is wholly elected.

These four bodies are:—

- The Privy Council
- The Executive Council
- The Legislative Council
- The House of Representatives

The new Constitution which was brought into effect on the 20th of November, 1944, by His Majesty's Order in Council of the 27th of October, 1944, "The Jamaica (Constitution) Order in Council, 1944", and supported by new Letters Patent and Instructions to the Governor, which also took effect from the same date, provides as follows:—

PRIVY COUNCIL

This Council consists of the Colonial Secretary, the Officer Commanding the Troops (if not below the rank of Lieutenant-Colonel) the Attorney General, the Financial Secretary and Treasurer, and two Nominated Members, who must be persons not holding office of emolument under the Crown and who vacate their seats at the end of three years.

The functions of this Council are to advise the Governor in relation to the exercise of the Royal Prerogative (*i.e.*, in the remission of sentences of death or imprisonment), and the discipline of the Civil Service.

EXECUTIVE COUNCIL

This Council consists of the Governor as Chairman, three Official Members (the Colonial Secretary, the Attorney General and the Financial Secretary and Treasurer), two Nominated Members, (who must be members of the Legislative Council, but must not hold office of emolument under the Crown, and who are nominated by the Governor) and five elected members (who shall be Members of the House of Representatives, elected to the Council by the House). The Governor has a casting but not an original vote.

This Council is the principal instrument of policy, and also prepares the Annual Estimates of Revenue and Expenditure and all Supplementary Estimates of Expenditure before their introduction into the House of Representatives. In the formulation of policy and in the execution of all other authorities and powers conferred upon him, except those conferred by Articles 10, 11 and 12 of the Letters Patent, the Governor is required to consult with the Executive Council, (save in certain events specified in Clause 13 of the Instructions) and act in accordance with the Council's advice.



A PUBLIC ELEMENTARY SCHOOL



CRAFT INSTRUCTION AT THE FRIENDS COLLEGE, HIGHGATE



A MODERN HOTEL: SUNSET LODGE, MONTEGO BAY



FAMOUS WHITE SANDS BATHING BEACH
AT DOCTOR'S CAVE, MONTEGO BAY



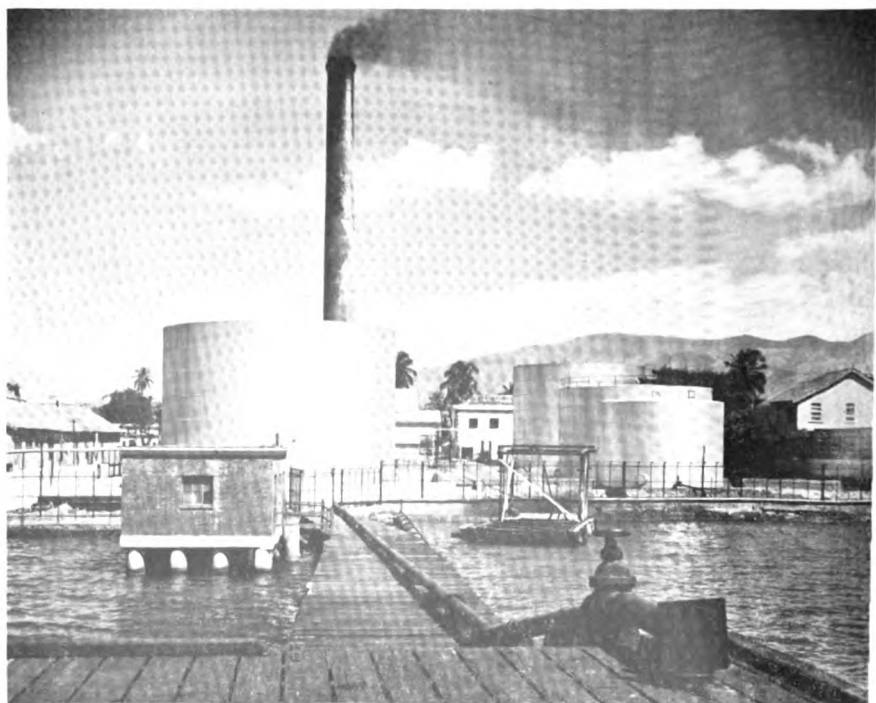
THE AIRPORT NEAR KINGSTON



A CORNER OF THE KING GEORGE V SANATORIUM



HYDRO-ELECTRIC DAM AT WHITE RIVER, ST. MARY



A SUBSIDIARY GENERATING PLANT OF THE JAMAICA
PUBLIC SERVICE COMPANY, LTD., WHICH SUPPLIES
KINGSTON WITH ELECTRICITY

Although not provided for in the Constitution the various subjects which from the work of the several Government Departments, have been divided into five main groups as indicated below and each of the five Elected Members of the Executive Council, who are now designated Ministers, has been assigned one of these groups and is responsible in the House for matters affecting the Government Departments which deal with the subjects assigned to him:—

1. Finance and General Purposes
2. Communications
3. Agriculture, Lands and Commerce
4. Education
5. Social Welfare

The Council has appointed a Committee of the Council known as the Estimates Committee, which considers all financial matters coming before the Council and reports to the Council thereon. The Committee is under the Chairmanship of the Financial Secretary and Treasurer. During the year a committee of the Council known as the Administrative committee was added to consider matters of minor importance and so free the Council to deal with matters of major policy.

LEGISLATIVE COUNCIL

This Council consists of 3 ex-officio Members (The Colonial Secretary, the Attorney General and the Financial Secretary and Treasurer), not more than 2 Official Members (who must be persons holding office of emolument under the Crown) and not less than 10 Unofficial Members nominated by the Governor (who must not hold any office of emolument under the Crown). The Council elects one of its Members (who must be one of the Unofficial Members, who is not a Member of the Executive Council) to be its President.

The functions of this Council are, in the main, the consideration of legislation passed by the House of Representatives. Save in certain exceptional cases where the Governor with the consent of the Executive Council and the Secretary of State may exercise an over-riding power (section 47 of the Order-in-Council) all Bills must be passed by the Legislative Council before they can become Law.

HOUSE OF REPRESENTATIVES

The House of Representatives consist of 32 Members, one from each of the 32 constituencies into which the Island is divided. Election is for a period of five years, on the basis of adult suffrage.

The House elects a Speaker from among its Members, and five members to serve as Elected Members of the Executive Council, who are designated Ministers. The House has in general all the powers given by the existing Laws to the previous Legislative Council. Save in certain exceptional cases where the Governor, with the consent of the Executive Council and the Secretary of State, may exercise an over-riding power (section 47 of Order-in-Council) all Bills must be passed by the House of Representatives and the Legislative Council before they can become Law. The Annual Estimates of Expenditure and Supplementary Estimates of the Colony are also subject to the approval of the House. Any question may be debated in the House, but no Bills, which is certified by the Speaker to be a money measure, or intended to implement the policy of Government, may be introduced without the approval of Executive Council.

In accordance with the arrangement indicated previously, five standing Committees of the House have been appointed one to advise on each of the five groups of subjects referred to in that paragraph, *i.e.*,

Finance and General Purposes
Communications
Agriculture, Lands and Commerce
Education
Social Welfare

The Chairman of these Committees, none of whom may be Ministers, form in turn a Joint Committee for the control of the internal affairs and business of the House. There is also a Standing Finance Committee of the House, consisting of all members, to consider financial matters.

Meetings of the Privy and Executive Councils are held at King's House or in the Secretariat, and a Secretariat officer serves as Clerk to both of those bodies. Meetings of the House of Representatives and Legislative Council are held at Headquarters House, and these bodies which sit at different times are served by the same clerk who is legally qualified and is assisted by a Deputy Clerk and necessary subordinate staff.

JUDICIAL ORGANIZATION

Justice is administered by three principal Courts, *i.e.*, the Supreme Court, the Resident Magistrates Courts, and the Courts of Petty Session, the functions of which are given in Chapter 9.

The Supreme Court consists of the Chief Justice and three Puisne Judges—who sit individually in Chambers, on Circuit or in a body of three as a Court of Appeal. The staff of the Court consists of a Registrar, Deputy Registrar and 24 others.

Resident Magistrates Courts

There are eighteen Resident Magistrates who must be legally qualified, four of whom are assigned for duty in the parish of Kingston, two in the parish of St. Andrew and one in each of the remaining parishes except in Port Royal. Each parish possesses a Head Station with a Clerk of Courts and staff and (except Kingston) district Stations suitably distributed, at which courts are held regularly.

ADMINISTRATIVE ORGANIZATION

The official work of the Colony is carried out through some 38 Government Departments under the control of the Governor as exercised through the Secretariat, the latter being the centre of administration and serving both as a clearing house for advice and information as well as a means of relaying and executing Government decisions as made by the Governor, the Governor in Privy Council and the Governor in Executive Council.

The Governor's staff consists of a Private Secretary and A.D.C. while the Secretariat is comprised of the Colonial Secretary, Deputy Colonial Secretary, Secretary for Development, 6 Assistant Secretaries or officers of equivalent rank, and 74 others. The more important Heads of Departments are:—

- The Attorney General
- “ Financial Secretary and Treasurer
- “ Director of Education
- “ Director of Public Works
- “ Director of Medical Services
- “ Director of Agriculture
- “ Commissioner of Lands
- “ General Manager, Jamaica Govt. Railway
- “ Commissioner of Commerce and Industries
- “ Collector General
- “ Commissioner of Police
- “ Postmaster General
- “ Crown Solicitor
- “ Auditor General
- “ Labour Adviser

THE DEPENDENCIES

The administration of the two Dependencies, namely, The Turks and Caicos Islands and The Cayman Islands, which are situated to the north-east and north-west of the Colony, respectively, is carried on by a Commissioner in each, under the control of the Governor. The Commissioners are each assisted by some six Heads of Departments and other staff. Annual Reports covering the dependencies are issued separately.

LOCAL GOVERNMENT

The Island is now divided into 14 parishes of which Kingston, the capital city, and St. Andrew are amalgamated for Local Government purposes under a corporate body known as the Kingston and St. Andrew Corporation, with a Mayor and Council. The parish of Port Royal was abolished with the proclamation of an Abolition Law (Law 25 of 1946) on the 3rd of November, 1947, and the administration of the affairs of that area taken over by the Kingston and St. Andrew Corporation. The Port Royal district elects one member of the Council of the Corporation.

Changes in the constitution of the Kingston and St. Andrew Corporation and the Parochial Boards were effected by amending laws which preceded the holding of Municipal and Parochial Elections. The Council of the Kingston and St. Andrew Corporation now consists of the Mayor and twenty other members, of whom eight are ex-officio, (namely, the two Custodes and Members of the House of Representatives for the two parishes), and thirteen are elected. Previously there had been two coopted Aldermen but these have been abolished. A Parochial Board consists of from 18 to 21 members of whom the Custos and the Members of the House of Representatives for the Parish are ex-officio and the remainder are elected.

Owing to the war no general elections to Local Authorities had been held since 1937, and in October 1947. Local Government elections to the newly constituted Authorities were conducted on a basis of adult suffrage. In the elections Independent candidates secured a total of 91 seats in all Boards while candidates of the Jamaica Labour Party and Peoples National Party secured 57 and 51 seats, respectively.

The Kingston and St. Andrew Corporation and the Parochial Boards are responsible for the administration of all Local Government matters the most important of which are the maintenance of water supplies (except in the Corporate Area where this is under the control of a separate body, the Water Commission), municipal and parochial roads, public health and sanitation, markets and the administration of poor relief (under the guidance of the Board of Supervision. Parochial Boards also carry out, on behalf of Central Government, large programmes of improvements to parochial roads which assist in relieving unemployment in the parishes. The cost of these projects is met in full by Government grants. Schemes for the construction of rain water catchment tanks in dry areas (financed by Government grants) are in progress and assistance by loans and grants is given for minor water supply schemes in the parishes. Substantial assistance from Colonial Development and Welfare Funds has also been approved for Parochial Boards in respect of major water supply projects which would otherwise be beyond their financial capacity.

The revenue of Local Authorities is derived largely from Land Taxes and Local Rates and fees, and is supplemented by assistance grants from Government. Control of their financial and other affairs is exercised by Central Government through the Secretariat, their annual Budgets, the expenditure of their funds and decision of all major issues being subject to the approval of the Governor, The Executive Council and/or the House of Representatives as prescribed by various laws.

The creation in 1946 of a Local Government Division in the Secretariat to deal exclusively with Local Government affairs has resulted in a marked improvement in handling these matters and in the relations between Central and Local Government bodies. A regrading of the Senior and Clerical Staff of all Parochial Boards, has now been effected.

This regrading has revised and placed on a uniform basis the staff structure of all Boards, and secured for parochial officers salary scales, and leave, pension and disciplinary and other privileges corresponding to the Civil Service establishment. The Parochial service now affords ample incentive for training and advancement.

A Model Parochial Code is being formulated for the assistance of Boards. The Code is intended to embody the Bye-Laws, Regulations and other directive instruments of a Board on constitutional, procedural, financial, administrative and establishment matters, and to serve as a model whereby the variant practices in the parishes can be brought along more uniform and proper lines.

The trend towards more uniformity in parochial practice is indicated by the recent adoption by all Boards of a model form of Budget which assembles financial information in a simpler and more meaningful manner than before.

In 1943, Mr. L. C. Hill, C.B.E., visited Jamaica for the purpose of making recommendations for the reform of her Local Government and its administration, and reported in 1944. Several of Mr. Hill's recommendations have separately been implemented and the views of the newly elected Council of the Kingston and St. Andrew Corporation and the Parochial Boards have been invited in order that these recommendations which have not been implemented may receive active consideration.

CHAPTER 4—WEIGHTS AND MEASURES

The Imperial weights and measures are in use in the Colony.

CHAPTER 5—NEWSPAPERS AND PERIODICALS

Publication	When published	Address
<hr/>		
The Daily Gleaner ..	Daily	148 Harbour St., Kingston
The Daily Express ..	Daily	3 Hanover St., Kingston
Public Opinion ..	Weekly	67 Slipe Road, Cross Roads
Catholic Opinion ..	"	9 Emerald Road, Kingston
Jamaica Times ..	"	4-8 Temple Lane, Kingston
Jamaica ..	"	15 East St., Kingston
Jamaica Worker ..	"	98 Duke St., Kingston
Jamaica Gazette ..	"	Govt. Printing Office, Kingston
Spotlight ..	Monthly	95 Harbour St., Kingston
Welfare Reporter ..	"	74½ Hanover St., Kingston
Jamaica Arise ..	"	67 Slipe Road, Cross Roads P.O.
West Indian Review	Quarterly	15 East St., Kingston
Press and Public ..	Annual	1A Duke St., Kingston
Agricultural Advocate	Weekly	83 Hanover St., Kingston
Northern News ..	"	Montego Bay P.O.,
Montego Bay News ..	Daily	Montego Bay P.O.,
Caribbean Post ..	Monthly	147 Harbour St., Kingston
Pagoda ..	"	108d Barry St., Kingston
Madame ..	"	116½ Tower St., Kingston

CHAPTER 6—BIBLIOGRAPHY

The Bibliography of Jamaica may be classified under the following twelve main heads:—

1. General History
2. Aspects of Jamaica History:
 - (a) Slavery
 - (b) Maroons
 - (c) Military History
 - (d) Church History
3. Descriptive Accounts
4. Biography
5. Medicine and Hygiene
6. Education
7. Poetry and Fiction
8. Sociology and Folk-lore
9. Works of Reference
10. Natural History
11. Climate
12. Agriculture

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Laws, Law Reports, Rules, Regulations, Etc.

1. Supreme Court Decisions of Jamaica and Privy Council Decisions from 1774-1923, by J. E. R. Stephens, 2,314 pp. £1 the set of 2 volumes.
 2. Supreme Court Judgments, Jamaica, 1917-1932 and Digest—Clark, £1 1/-.
 3. Jamaica Law Reports, 1933, 1934-35, by the late S. R. Braithwaite, Barrister-at-Law, £1 1/- per volume.
 4. Jamaica Law Reports, 1936-40, by W. S. K. Gordon, Deputy Registrar, Supreme Court, £1 10/- each.
 5. Pamphlets of current Judgment of Supreme Court, 1d. per page.
 6. Rules and Orders of the Supreme Court of Judicature, Jamaica, 1938, 5/-.
 7. Matrimonial Causes in Jamaica—A consolidation of Cap. 442 and Law 23 of 1938 and the New Rules of 1939, by Trevor L. Lyons, Registrar, Supreme Court, 11/- per volume.
 8. Schedule of Fees payable in the Supreme Court, 5d.
 9. Revised Edition of the Laws of Jamaica in force on the 1st of Aug., 1938, in 7 Vols., £12 12/-. (Out of print)
 10. Laws of Jamaica—Yearly Volumes, 1939-1946, 3/- each. Chapters and Laws, separately, 2pp., 6d. each, over 2pp., 1/- each.
 11. Rules and Forms of the Resident Magistrates Courts, 1934, 6/-.
 12. Privy Council Regulations, Orders, etc.—1925 to 1945, 3/- each.
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 22. Industrial and Provident Societies—Rules 1/-.
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3. **Banana, Books** 4/- each.
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 - " 12. **Reprints of Miscellaneous Articles (several years).**
 - " 13. **Report on Agricultural Survey in Cayman Islands.**
 - " 14. **Proceedings of Summer Course of Lectures and Demonstrations, 1937.**
 - " 15. **Cercospora Leaf Spot of Bananas.**
 - " 17. **Soils Erosion and Conservation in Jamaica, 1937.**
 - " 19. **Fertilizer Investigations with the Gros Michel Banana.**
 - " 21. **Forestry and Erosion in Haiti and Puerto Rico.**
 - " 22. **Report of Coconut Growing Areas of Jamaica.**
 - " 30. **Citrus Pests Investigations.**
 - " 32. **Diseases of Plants in Jamaica. (Out of Stock)**
 - " 33. **Legislation re Forestry and Agriculture.**
5. **Agriculture in Jamaica**, 1/1.
6. **Handbook of Agriculture in West Indies**, 10/-.
7. **The Principal Agricultural Pests of Jamaica**, 2/-.
8. **Irrigation Reports, 1927**, Five Reports by C. F. Stewart Baker, M.I.C.E. Illustrated by 5 diagramatic maps in colours, in Gazette Supplement form, 6d.
9. **Proceedings of Ninth West Indian Agricultural Conference, 1924**, 238 pp., 2/6.
10. **Produce Dealers Account Books**, small 9/-.
11. **Extracts from Reports of the Imperial Economic Committee on Marketing and Preparing for Markets of Foodstuffs produced in the Overseas Parts of the Empire. Third Report—Fruit, 1926**, 34 pp., 1/-.
12. **List of Properties of 50 acres and upwards, 1938**, 2/6.
13. **The Rainfall of Jamaica from about 1870 to end of 1909**, with maps, 2/6.
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- 15a. **The Rainfall of Jamaica from about 1870 to 1939**, 2/-.
16. **Report upon the Forest of Jamaica, 1886**, E. D. Hooper, Indian Forest Department 1886, 1/-.
17. **Address by Sir William Furse, K.C.B., D.S.O., "The Work of the Imperial Institute"**, 1/-.
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19. **History of Hope Farm and Part 1 of Jamaica Herd Book of Pure Bred Cattle**, 5/-.
20. **A Preliminary List of plant Diseases in Jamaica by Larter & Martyn**, 2/3.

21. Forestry Bulletin No. 1, 1/3d.
22. Report, Cost of Production certain Local Food Crops 1/6d.
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23. Report, Forestry in Cayman Islands, 6d.
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Medical and Health Publications

1. Sale of Drugs and Poisons Law, Ch. 79, 1/-.
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3. Address by Dr. Andrew Balfour, C.B., C.M.G., "Why Hygiene Pays", 1/-.
4. Jamaica Health Stories and Plays, by B. E. Washburn, M.A., M.D., Demy 8vo, 110 pp., 1929. Stiff paper cover, 4d. each or 3/- a dozen.
5. Forms, Private Nursing Homes, 10/- per 100.
6. Report on Nutritional Condition of Babies in Ja., 6d.
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2. 1943 Census Bulletins, A 1, 2, 3, 4, 5, 6 and 7, Agriculture 1 and 3, 6d. each.
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4. The Jamaica Gazette (Weekly) including Supplements, 16/- per annum in Jamaica; 21/- abroad payable in advance. Separate copies of Gazette, 5d., Extraordinary Gazette, 5d.
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- 8a. Handbook of Jamaica, 10/-.
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18. Report of the Commission on Government Savings Bank, 1/-.
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20. Debates of the Legislative Council from 1936, Annual Set £3.
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26. Certificate of Origin of Goods under Law No. 4 of 1925, 2/6 per 100
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77. Co-operation in Jamaica, 1944, by E. Lucette, 6d.
78. Examination Papers, 1945, (Training College and Jamaica Local), 1/- each.
79. Colonial Development and Welfare Bulletin No. 15, Cost of Education, 6d.
80. Report, Potentialities of the Tourist Trade Industry in Jamaica 1945, 1/-.
81. Memorandum of Agreement between Colonial Secretary and Jamaica Telephone Co., 1945, 1/-.
82. Report, West India Royal Commission 1938-39, 7/6.
83. Report, Agriculture, Fisheries, Forestry and Veterinary Matters, by Prof. F. L. Engledow, 3/6.
84. Special Report on Land Settlement, by Agricultural Policy Committee, 1/-.
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No. 3

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to recommend that the approval of the House should be given for the payment of a compassionate gratuity of £400 to Mr. Leonard L. Carrington formerly an Agricultural Officer Grade II, in the Agricultural Department, in respect of service which he had in the Jamaica Agricultural Society.

2. Mr. Carrington had service as follows :—

- (a) from 1.2.07 to 31.3.12—Jamaica Agricultural Society;
- (b) from 1.4.12 to 31.3.16—Agricultural Department;
- (c) from 1.4.16 to 31.3.34—Jamaica Agricultural Society;
- (d) from 1.4.34 to 17.9.46—Agricultural Department.

The facts of Mr. Carrington's case were examined in Executive Council on the 3rd of February, 1947, and he was granted in respect of periods (b) and (d) a pension at the rate of £131 19s. 7d. per annum, with effect from the 18th of September, 1946, subject to his post being declared pensionable with effect from the 1st of April, 1943, in accordance with the provisions of the Pensions Law, Chapter 116. It was also decided to seek the approval of the House of Representatives to grant Mr. Carrington a compassionate gratuity in respect of periods (a) and (c).

3. Mr. Carrington's service with the Jamaica Agricultural Society having ceased prior to the coming into operation of the Jamaica Agricultural Society Provident Fund, he is not eligible for any payment therefrom. It is recognised, however, that former employees of the Jamaica Agricultural Society who had over ten years' service have a moral claim to compassionate treatment. In accordance, therefore, with the action taken in previous similar cases, it is considered that Mr. Carrington should be granted a gratuity of £400 in respect of his service from the 1st of January, 1907, to the 31st of March, 1912, and from the 1st of April, 1916, to the 31st of March, 1934, in the Society. This amount represents approximately the amount Mr. Carrington would have received from the Jamaica Agricultural Society as its contribution to his retiring benefits had a Provident Fund been in operation from the date of his appointment thereto.

4. A Resolution will be moved in the House to give effect to this recommendation.

J. HUGGINS,
Governor

King's House, Jamaica,
26th April, 1947

No. 4

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to inform you that with a view to relieving the present unsatisfactory housing conditions in western Kingston, the Central Housing Authority has prepared a scheme for the construction of temporary accommodation at Cockburn Pen. A copy of the scheme is attached.

2. It is proposed, as a first step, to construct five housing units at an estimated cost of £645 each. It is accordingly recommended for your approval that the necessary amount should be voted as a grant from General Revenue to provide for expenditure of £924 on roads and water supplies and the construction of the five housing units which it is proposed to build immediately at a cost of £3,376 (including £151 for contingencies).

3. A Resolution will be moved by the Minister for Social Services seeking your approval of the necessary expenditure.

J. HUGGINS,
Governor

King's House, Jamaica,
13th May, 1947

No. 5

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of an application from the Board of Trustees of Gray's Charity for a grant to assist in rebuilding the Gray's Charity Home which was destroyed by the Hurricane of August, 1944. Accommodation was previously provided in this Home for 14 old women who had no other means of support.

2. The Trustees have submitted a proposal to erect a new building to accommodate ten persons, utilising the existing foundations and such materials as can be salvaged from the old building. The estimated cost of this building is £2,500 and approximately £200 will be required for furniture and equipment. To finance this scheme the Trustees proposed to sell £1,400 of their 3% Jamaica Local Inscribed Stock, to which would be added the £300 in their savings account, and asked Government for a grant of £1,000.

3. The Executive Council has agreed that, subject to the approval of the House of Representatives, the Government should give assistance to the Trustees in order to make it possible for them to rebuild the Home and that the approval of the House should be sought for a free

grant of £1,400 from Government funds towards the cost of rebuilding the Home, on the understanding that £1,000 of the Trust's stock will be sold (not £1,400 as first proposed) to provide the balance of the funds required.

4. A Resolution will accordingly be moved by the Minister for Finance and General Purposes seeking the approval of the House for a free grant of £1,400 to the Trustees of Gray's Charity for the purpose stated.

J. HUGGINS,
Governor

King's House, Jamaica,
15th May, 1947

No. 6

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to inform you that Government has considered a scheme for assisting the people of the Revival area of Westmoreland, which as been prepared by a committee under the Chairmanship of the Custos of the parish.

2. The people of the Revival area are very poor, earning a precarious livelihood by fishing, growing tobacco, working on neighbouring properties and cultivating food crops on small areas of rented land. The scheme provides for purchase of an area of about 210 acres by the Government and the lease of this land at a nominal rent to a Board of Trustees who would be responsible for the administration of the scheme in accordance with general directions approved by the Government. Building plots would be sub-leased to cultivators and the remainder of the land cultivated on a co-operative basis.

3. The minimum amount required to finance the scheme is £2,000 of which about £700 would be expended on purchase of the land and the remainder paid into a fund to be operated by the Trustees, one-third of this balance being a free grant and two-thirds repayable over a period of 25 years.

4. It is recognised that most of the land to be purchased is of poor quality but no better land is obtainable in the neighbourhood and the Executive Council considers that assistance should be provided to the people of the area in the form suggested.

5. I therefore recommend that the House should approve the expenditure of £2,000 as proposed, and a Resolution will be moved accordingly.

J. HUGGINS.
Governor

King's House, Jamaica,
16th May, 1947

No. 7

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the question of Government assistance towards the maintenance of a water transport service between Port Royal and Kingston.

2. For a considerable number of years the military authorities have maintained a water transport service between Port Royal and Kingston, and have permitted civilian residents of Port Royal to make use of military launches, but following a reduction of military establishments they have recently indicated that this service must be reduced, and eventually stopped altogether. They have, however, been good enough to agree that for the time being certain categories of civilians in Port Royal may continue to make use of military launches. (These categories are civilian employees of the military authorities, Government officials, school children attending school in Kingston and residents of Port Royal going to and coming from their employment in Kingston).

3. It is, therefore, urgently necessary to provide an alternative service and to aim at an arrangement by which it will be unnecessary to ask for further assistance from the military authorities. Consideration has been given to road transport, but it is clear that the fares which it would be necessary to charge on a bus service between Port Royal and Kingston would be beyond the means of most of the inhabitants of Port Royal. A private contractor has now agreed to operate a water transport service, but without assistance it is impossible for him to operate the service at fares which the inhabitants of Port Royal can afford to pay, and it is therefore proposed to pay him a small subsidy on condition that the fares charged do not exceed 4d. for adults and 2d. for children for a single journey between Port Royal and Kingston. The Executive Council considers that special assistance to the people of Port Royal is justified in this respect and that a monthly subsidy at the rate of £200 a year is reasonable, and I recommend that a subsidy of that amount should be approved on the condition that the contractor maintains a regular service at the fares stated.

4. A Resolution will be moved in the House in due course seeking approval for the grant of the subsidy proposed.

J. HUGGINS,
Governor

King's House, Jamaica,
17th May, 1947.

No. 8

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to inform you that for some time past the Government has had under consideration proposals put forward by the Jamaica Civil Service Association to assist in reducing the indebtedness of Government officials. The Civil Service Association has represented that serious indebtedness exists amongst members of the Civil Service due particularly to the increase in the cost of living and has urged that steps should be taken as soon as possible to assist the Jamaica Civil Service Mutual Thrift Society, which was established in 1940, to extend its activities. The Society makes loans to Government officials which are repaid in monthly instalments from the borrowers' salaries and, within the limits of its present resources, the Society has done admirable work without receiving assistance from the Government.

2. The Thrift Society has approached the Manager of the Bank of Nova Scotia who has stated that his Bank would be prepared to make advances to the Society to the extent of £20,000 at a favourable rate of interest, provided that the amount involved is guaranteed by Government. The Society proposes that this credit should be used to increase its revolving fund for the purpose of meeting by loans to be repaid over a period of years the pressing obligations of civil servants who are financially embarrassed. It is suggested that the guarantee should operate for a term not exceeding ten years within which period the Association anticipates that the loan will be repaid. The Government is satisfied that the Society exercises all due care in issuing these loans, evidence of which is provided by the fact that in no case has default on a loan taken place.

3. Subject to certain stipulations which the Society has accepted the Government considers that the guarantee requested should be granted to enable the Society to extend the work which it is now doing and it is therefore recommended that the House should give approval accordingly.

4. A Resolution to give effect to this recommendation will be moved by the Minister for Finance and General Purposes.

J. HUGGINS,
Governor

King's House, Jamaica,
17th May, 1947

No. 10

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to place before you the Estimates of Revenue and Expenditure of the Land Settlement Fund for the year 1946-47 and to seek your approval for the expenditure of a sum not exceeding £114,766 from the Land Settlement Fund to meet the expenditure for the year.

2. It will be seen that in order to meet the year's expenditure it was necessary to approve contributions of:—

- (i) £10,000 from General Revenue, towards the cost of District Administration;
- (ii) £50,000 from funds to be raised by loan, towards the cost of acquiring and developing new land settlements.

Provision for the contribution from General Revenue will appear in Supplementary Estimates of the Colony for the year 1946-47 under the Head: Lands Department.

Advances from the Treasury have been approved by the House from time to time in respect of the loan contributions, and I shall be glad to have your authority to recover these advances in due course from:—

- (a) funds made available as a result of the reappropriation of the unspent loan monies raised under Laws 21 of 1943 and 45 of 1944 (see pages 181 and 182 of the current year's draft Estimates); and
- (b) loan funds raised under the Development Plan for land settlement purposes.

3. A Resolution seeking your approval thereto will be moved in due course.

J. HUGGINS,
Governor

King's House, Jamaica,
9th June, 1947

No. 11

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to my Message No. 29, of the 10th of September, 1946, and to address you further on the subject of the Clay Tile and Brick Factory at Cockburn Pen.

2. The Committee appointed to make recommendations for the future operation of the factory has submitted reports, copies of which are attached, together with a copy of the estimates for operating the factory during the current financial year. The recommendations of the Committee have been accepted by the Executive Council and I accordingly recommend for your approval that:—

- (a) the factory should continue for the time being to operate under the direction of the Public Works Department;
- (b) capital expenditure of £2,400 should be approved in order to carry out improvements;
- (c) recurrent expenditure of £13,822 should be approved for 1947-48 (as against an estimated revenue of £14,750); and
- (d) steps should be taken to obtain expert advice on the future operation of the factory.

A Resolution will be moved accordingly as soon as possible.

J. HUGGINS,
Governor

King's House, Jamaica,
17th June, 1947.

No. 12

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of the pimento crop for the year 1947-48. It will be recalled that in September last year the position was explained in an official statement of which the following is an extract:—

1. During the early part of the war shipment of pimento from Jamaica to overseas markets became progressively more difficult, and following the deterioration of the shipping position in 1942, the Government decided to purchase the crop. His Majesty's Government agreed to bear any resulting trading losses. This system, which continued in 1943, 1944 and 1945, enabled the growers

to obtain a price which would otherwise have been impossible, and in those three years, despite shipping difficulties, Government was able to export more than 6,000 tons. A considerable quantity, however, remained in store in Jamaica at the end of 1945 awaiting export.

2. The arrangement whereby His Majesty's Government agreed to bear trading losses was terminated at the end of 1945 but, on representations being made to the Secretary of State for the Colonies, His Majesty's Government agreed to extend the system to cover the whole of the 1945-46 crop.

3. The Jamaica Government then had to consider what action should be taken regarding the 1946-47 crop. The first possibility considered was abandonment of the system of Government control to allow purchase and export to be resumed by private traders. In view of the stocks still awaiting export Government was advised that such a course would lead to a very low price being paid to producers who in all probability would not have been able to find purchasers for the whole of the crop. The main concern of Government has throughout been to ensure that the interests of the producers shall be protected and a return to private purchase in present circumstances was therefore rejected.

4. Having decided that the system of Government purchase and export should continue, it was necessary to fix the price to be paid to the producers. There is at present no reason to fear any setback either in the quantity of pimento to be exported or in the selling price, but it is impossible to foresee market prospects for a year and two years ahead, and Government come to the conclusion that there could be no justification for maintaining this year the price paid for the 1945-46 crop (7½d. per lb. to the producer) which would involve heavy expenditure of public funds with no certainty that future selling prices would enable this expenditure to be recovered. It was therefore decided to purchase the 1946-47 crop at a price of 5d. per lb. to the producers, and that the difference between this price and the amount obtained by sale of the crop, after deduction of costs and expenses, should be subsequently paid to the producers. In spite of the fact that the Government still holds considerable stocks it is considered that, in the interests of the growers, the Government should continue to purchase pimento this season and it is recommended that a price of 5d. per lb. should be maintained (but in view of the uncertainty of future markets, the delay which will occur in disposing of this year's crop and the administrative difficulties of working the deferred bonus system it is not proposed to continue the stipulation made last year that any receipts over and above the purchase price plus costs would be distributed later to the producers). It is estimated that this year's crop will amount to about 2,000 tons and that an amount of approximately £125,000 will be required to meet purchase, transport and storage costs.

A Resolution will be moved in the House at the first opportunity seeking your approval to proceed with Government purchase for this year on the basis proposed and the Minister of Agriculture will be prepared to provide the House with any further information which it may require regarding the stock and market position.

J. HUGGINS,
Governor

King's House, Jamaica,
21st June, 1947

No. 13

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to inform the House that the Executive Council has considered proposals put forward by the Kingston and Saint Andrew Corporation for additional works on roads, gullies and bridges to be executed during the financial year 1947-48 in the Corporate Area as part of a long-term programme of works prepared by the Corporation. The Executive Council has decided to recommend to the House that approval should be given for execution of the works set out in the Schedule to this Message, the total cost (£158,242) being met half by a grant from Government funds and half by an advance to be made by Government to the Corporation against a loan to be subsequently raised by or on behalf of the Corporation.

2. The Colony's 1947-48 Estimates which are now before the House include provision under Head 49, Subventions, Sub-Head 30, Kingston and Saint Andrew Corporation for Works of Improvement in Corporate Area (Loan Programme), for £60,000 in respect of the programme, and it is recommended that the House should sanction expenditure of that amount at once, together with additional expenditure of £19,121 making a total Government grant of £79,121.

3. In order to ensure satisfactory supervision and that the work is spread over the full financial year and that a uniform rate of employment of unskilled labour is achieved throughout the year it is proposed that amounts up to the total of £158,242 will be issued in instalments as the work proceeds.

4. It is also proposed that with the approval of Executive Council the Corporation should be permitted, if and when necessary, to transfer amounts within the total amount approved from one work set out in the Schedule to this Message to another.

5. A resolution will be moved in the House accordingly.

J. HUGGINS,
Governor

King's House, Jamaica,
25th June, 1947.

No. 14

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to inform you that the Executive Council has accepted, subject to the approval of the House of Representatives, estimates of expenditure in respect of the development of the properties of Lyssons in St. Thomas and Hopewell in Saint Mary, which were recently acquired for land settlement purposes, and also in respect of part of Oxford in Saint Elizabeth which it is proposed to convert into a land settlement. The amounts required are as follows:—

Lyssons	..	..	£12,888
Hopewell	..	..	11,936
Oxford	..	..	4,216
			<hr/>
			£29,040

2. It is proposed that the expenditure required for development of these three properties should now be paid as an advance into the Land Settlement Fund pending the raising of the First Development Loan in which provision to cover the amounts required has been included, and a Resolution will be moved in the House accordingly.

J. HUGGINS,
Governor

King's House, Jamaica,
30th June, 1947

No. 15

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to the Secretary of State's despatch No. 31 of the 14th of February, 1947, on the subject of Closer Union between the British West Indian Colonies which was laid on the table of the House on the 28th of May, 1947. The Government proposes, with the approval of the Secretary of State, that two delegates to the Conference to be held in Montego Bay in September next should be nominated by the House of Representatives and that one delegate should be nominated by the Legislative Council. I have to invite special reference to the fourth paragraph of the despatch from the Secretary of State and to point out that the delegates selected need not necessarily be members of the Legislature.

2. I accordingly recommend that the House of Representatives should take an early opportunity to nominate two delegates to the Conference.

J. HUGGINS,
Governor

King's House, Jamaica,
1st July, 1947

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to inform you that the Government has had under consideration measures for relieving distress, particularly amongst children, in areas where circumstances render such relief most urgent.

2. In formulating the proposals which will be set out in this Message, the Government has taken into account the following factors:—

- (a) schemes for development and for providing means to obtain employment must take precedence over relief measures, but the fact remains that circumstances exist in many areas which, it is considered, justify a larger measure of Government assistance than has been granted in the past;
- (b) assistance of this kind can best be undertaken not direct by the Government but by those established welfare organisations which depend upon voluntary effort and have proved themselves well able to administer welfare schemes with due regard to economy and self-help.

3. As regards the Corporate Area the Kingston Charity Organisation Society has for many years past done admirable work in providing meals for the aged and destitute and it is proposed to make an additional annual grant of £2,000 to the Society to enable it to establish other centres in Kingston from which meals can be provided for poor people who, for reasons of age or infirmity, are unable to earn a livelihood.

4. It is considered that in the country districts the most pressing need is to provide food for children in the poorest areas and it is therefore proposed to make a subvention of £2,000 to the Child Welfare Association to enable that Association to extend its scheme for providing milk for small children through its country clinics. It is also proposed to increase the existing provision of £3,000 in the budget for meals for school children by an amount of £5,000 to enable the Department of Education to extend the Government school meals canteen scheme.

5. Another particularly urgent need is to provide clothing for children who are at present unable to attend school because they lack sufficient or suitable clothes. It is proposed to seek the assistance of a number of established welfare organisations in this task and to arrange for them, in co-operation with the school teachers and the parents of the children concerned, to make suitable clothing for children in the greatest need. It is recommended that a grant of £4,000 should be made for purchase of the necessary materials for this purpose.

6. It is recognised that the additional expenditure proposed to cover the cost of these measures cannot satisfy more than the most pressing requirements of limited areas but the Executive Council considers that, by giving additional assistance to organisations which are well supported by voluntary effort, the expenditure proposed can be put to the best use and the welfare organisations enabled thereby to make a more effective contribution to meeting the urgent needs of districts where distress is greatest.

I therefore recommend that you should authorise additional expenditure of £13,000 for the purpose stated.

J. HUGGINS,
Governor

King's House, Jamaica,
30th May, 1947

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR
TO
THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the question of the operation of the tramway service in Kingston and St. Andrew and to inform you of the result of the negotiations which have proceeded with the Jamaica Public Service Company in recent months.

2. At the request of the Government the Company continued to operate the tramway service during the war years but on the 9th of November, 1946, the Company gave notice in accordance with the terms of the temporary licence granted in 1942 that it intended to abandon the operation of the whole tramway system on the 10th of February, 1947, (a copy of the letter received from the Company on the 9th of November, 1946, is attached to this Message).

3. Since that notice was given the Government has conducted negotiations with the Company with the object of finding some satisfactory basis on which the Company might be persuaded to continue the service, and the Company has been good enough to continue to operate the service on the basis of the 1942 temporary licence while these negotiations have been in progress.

4. The discussions with the Company have now led to an agreement being reached on the following terms in accordance with which the Company has agreed to continue to operate the service for a period of one year from the 10th of May, 1947:—

- (i) The tramway line between Halfway Tree and Matilda's Corner will be abandoned on or shortly after the 27th of July. It is proposed that the track materials from the abandoned line should be used to maintain the tracks elsewhere, in view of the difficulty of obtaining steel supplies from overseas.
- (ii) It will be necessary during the extended period for the Company to obtain materials, spare parts and stores the purchase of which would not be justified by the short period of operation, and the Government will therefore make a contribution not exceeding £5,000 towards the purchase of materials and spare parts and the cost of stores issued during the extended period.
- (iii) The Government will accept liability for a maximum amount of £5,000 up to which it will make payments to the Company in the event of accident claims exceeding £10,124 a year during the extended period (£10,124 being the highest total of accident claims paid by the Company in any previous year).
- (iv) (1) The Company will be responsible for reinstating the roadway in any case in which it is disturbed by the Company after the 10th of May, 1947—
 - (a) for the purpose of effecting any repairs to the rails or replacing the rails upon any section of the line which is then still in operation; and
 - (b) for the purpose of removing any rails from any section of the line which may have been abandoned, for the use in effecting repairs or replacements referred to in sub-paragraph (a) of this condition.

- (2) The Government or the Kingston and St. Andrew Corporation will be responsible for all repairs to and maintenance of roadways throughout the tramway system except as provided in Sub-paragraph (1).
- (3) The Company shall continue to be liable to pay to the Kingston and St. Andrew Corporation the sum of £1,866 14s. 9d. pursuant to paragraph (26) of the Kingston and St. Andrew Tramways Further Licence.
- (4) The Government will indemnify the Company against all claims of every kind by third parties arising out of the condition or alleged condition of any roadway for the reinstatement of which the Company is not responsible under sub-paragraph (1) of this condition.

5. It will be appreciated that under the 1942 licence the Company has the right to terminate the service at any time on giving the prescribed notice and it is recommended that the terms set out above which have been agreed between the Government and the Company, subject to the approval of the House, should be accepted so that the tramway service can be continued for another year from the 10th of May, 1947.

6. A Resolution will be moved accordingly at the earliest opportunity.

J. HUGGINS,
Governor

King's House, Jamaica,
1st July, 1947

No. 19

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to the schedule to the First Development Loan Bill which includes an amount of £400,000 for housing schemes.

2. The Executive Council is anxious that schemes which have already been prepared by the Central Housing Authority and approved by the Council under section 24 (2) of the Slum Clearance and Housing Law, Law 40 of 1939, should not be delayed and I recommend that your approval should be given for the advances set out below to be made against the provision in the First Development Loan, so that work on the following approved schemes may proceed as soon as possible:—

Culloden, Westmoreland	..	£8,700
Lower Works, Black River	..	5,040
Balaclava	..	12,396
Falmouth	..	9,800
Surveys	..	500
		<hr/>
		£36,436

One-third of the expenditure on these schemes will be claimed from Colonial Development and Welfare funds.

3. With regard to housing schemes in the Corporate Area of Kingston and Saint Andrew, it will be recalled that on the 23rd of August, 1946, I addressed a Message to you regarding the urgent need for additional working-class housing in the urban area of the Corporate Area of Kingston and Saint Andrew and that the House then gave approval of an advance of £65,000 to enable additional accommodation to be provided in Trench Town and Denham Town. While this work proceeds plans for an extension of the Trench Town and Denham Town housing schemes estimated to cost £100,000 are being prepared and I hope shortly to address a separate Message to you regarding expenditure on those schemes.

4. A resolution seeking your approval of advances totalling £36,436 to cover the cost of the schemes referred to in the second paragraph of this Message will be moved in the House as soon as possible.

J. HUGGINS,
Governor

King's House, Jamaica,
1st July, 1947

No. 20

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to inform you that the Executive Council has given further consideration to the question of reducing costs on the Jamaica Government Railway. In spite of the retrenchment of staff which was found necessary in 1946, due to reduction in traffic following the end of the war and the increased road competition which has since occurred, the estimated deficit for the year 1947-48 stands at the very high figure of approximately £300,000 and the Council has accepted the views of Mr. C. E. Rooke, C.M.G., who carried out an investigation in 1945, and the Railway Advisory Board that two important reforms should be carried out as soon as possible. The first is the conversion of railway engines from coal to oil burning and the second the purchase of light diesel rail-cars to replace where possible steam passenger trains which are much more costly to operate. The total cost of carrying out these reforms, which will lead to a substantial reduction in the cost of operation of the railway, is estimated at £157,000 and provision for that amount has been included in the schedule to the First Development Loan.

2. With regard to the conversion of engines from coal to oil burning, a satisfactory start has already been made and it is now proposed to convert seven more main line engines and five shunters and also to provide the necessary oil storage tanks, at a total cost of £12,000. The work of conversion will be carried out in the Railway workshops. Reduced fuel costs will alone lead to annual savings greater than the total expenditure involved and use of oil burning engines will also result in increased efficiency and other savings including a reduction in expenditure on engine maintenance.

3. With regard to the purchase of light diesel rail coaches, the supply situation in the United Kingdom prevents delivery of most of the new units and equipment required for some time to come, but it is anticipated that delivery from the United States of America of the following units can be obtained within three months of the order being placed:—

3 Diesel coaches	..	..	£10,500
3 Tractors	..	..	950
10 Trailers ..	..	..	550
			<hr/>
			£12,000

If these can be secured in the near future further savings in operation costs will be at once achieved.

4. I therefore recommend that authority should be given for an advance of £24,000 against funds to be raised under the First Development Loan to enable the conversion programme to proceed and the new diesel units referred to above to be purchased as soon as possible.

5. A Resolution will be moved in the House accordingly.

J. HUGGINS,
Governor

King's House, Jamaica,
2nd July, 1947

No. 22

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of the Coconut Buyers (Licensing) Order, 1947, prohibiting the sale of coconuts by registered growers (i.e., growers owning 200 coconut trees and over) other than to licensed buyers, which came into force on the 1st of July, 1947. The suggestion has since been made in the House of Representatives that the Order should be amended to provide for 75% only of the coconuts owned by registered growers to be sold to licensed buyers on the ground that the complete prohibition was causing hardship amongst small oil boilers.

2. The circumstances which led up to the making of the Order are that the production of coconuts was so seriously affected by the hurricane of August, 1944, that the factories manufacturing edible oil, butter substitutes and soap had for some time to rely on imported substitutes in order partially to maintain their output of manufactured products. When coconut production increased with the recovery of damaged trees it was hoped that copra production would also increase, thereby enabling the factories to rely less on imported fats and oils and to produce the normal supply of manufactured products. It was found, however, that only a very limited quantity of the Island's production of coconuts in the form of copra was reaching the factories and the first step taken to meet this situation was to increase the price of coconuts and copra

on the understanding that growers would enter into an agreement to sell their coconuts to the copra factories at the controlled prices. These arrangements were not successful and it has been found that only 25% to 33½% of the Island's production of coconuts in the form of copra has been reaching the factories.

3. At the same time, an acute world shortage of oils and fats has developed which makes it essential that Jamaica should rely to the fullest extent possible on its own resources and it has become apparent that the soap and oil making industry is in danger of collapse if a greater proportion of the Island's coconut production cannot be diverted to the factories since it has become increasingly difficult to obtain substitutes from abroad and the prices of those substitutes, when obtainable, are extremely high. It accordingly became necessary to consider further measures to ensure that larger supplies of copra would reach the factories and, with this object, the Order referred to above was made.

4. The Coconut Industry Board has recently considered the views expressed in the House of Representatives and has recommended that the suggestion made in the House should be adopted and that the Order should be amended so as to allow the owners of registered coconut properties to sell up to 25% of their reappings to small oil boilers. In making this recommendation, however, the Coconut Industry Board has made it clear that the success of this amendment would depend on the co-operation of all concerned and that, only if 75% of the coconuts produced by registered growers owning 200 trees and over are turned into copra, will a fair supply of manufactured products be made available to the public.

5. The Coconut Control Authority has given the fullest consideration to the recommendations of the Coconut Industry Board but is unable to recommend any modification of the existing Order. The Authority does not support the view that the proposed reduction in percentage of coconuts to be sold to licensed buyers would be a workable alternative to the present Order. The Authority points out that the Order as it stands does not require growers with less than 200 trees to deliver their coconuts to licensed buyers and that coconuts from such growers, amounting to approximately 30% of the total production of the Island, still remain available to small oil boilers.

6. The Coconut Control Authority takes the view that the inevitable consequences of the variation of the Order suggested by the Coconut Industry Board would be seriously to jeopardise the prospects of obtaining a reasonable supply of copra to meet the requirements of the factories so that they may in turn manufacture sufficient products to enable a fair supply to be made available to consumers throughout the Island and that, unless sufficient supplies of copra are received by the factories to avoid the necessity of importing high priced substitutes from overseas, there will inevitably be a very steep increase in the prices of all coconut products such as edible oil, soap and butter substitutes, to the consuming public. The Authority feels also that, while it might be to the immediate advantage of coconut growers to sell a percentage of their coconuts to small oil boilers, it is in the interests of the coconut industry as a whole to keep the manufacturing industries alive, thus maintaining stability of the coconut industry over a period of years since satisfactory marketing of coconuts will always depend on an effective local manufacturing industry.

7. The views expressed in the House of Representatives and by the Coconut Industry Board and the Coconut Control Authority have been considered in Executive Council and, it having been proposed that the Order should be so amended as to exclude from its operation the parishes of Westmoreland, Hanover, Trelawny and Clarendon; and that it should be further amended in such a manner as to require registered growers owning more than 200 trees in any parish other than the above parishes to sell not less than 66 $\frac{2}{3}$ % of their coconuts to the licensed buyers, it was decided that it was desirable in view of the importance of the matter, not only in regard to the existing situation but to the interests of the consumer and to the future of the industry as a whole, for the matter to be debated in the House of Representatives before any amendment was made to the Order. If the House is in favour of the proposal referred to above, any amendments made to the Order will be reviewed in six months' time in the light of the conditions then prevailing.

8. In order to give the House an opportunity to debate the matter in full, a resolution will be moved in due course seeking to ascertain the views of the House regarding the proposals set out in paragraph 7 above. A similar Message is being addressed to the Legislative Council.

J. HUGGINS,
Governor

King's House, Jamaica,
21st July, 1947

No. 23

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to inform you that for some time past Government has had under consideration recommendations from both the Administrator General and a Special Committee of Enquiry for the proper staffing and re-organisation of the work of the Administrator General's Department. The work of this Department is, and has been for some time, in a serious state of arrears and the Executive Council considers it necessary, in the public interest, that the following additional staff, etc., should be provided to cope with the current work and in due course overtake the arrears. The total initial cost of these proposals for a full year is estimated to be £5,481 as set out below:—

1 Assistant Administrator General (£650-50-750)	£650
1 Assistant Accountant (£600-25-650)	600
2 Principal Clerks (£600-25-650)	1,200
2 Senior Clerks (£500-25-600)	1,000
1 First Class Clerk (£350-25-475)	350
1 Female Clerk, Grade I (£350 per annum)	350
2 Female Clerks, Grade II (£225-20-325)	450
1 Female Clerk, Grade III (£120-15-150; 165-15-210)	120

War Bonus	..	..	..	281
Other Charges—				
(Furniture, Typewriters, Telephones, etc.)				480
				<hr/>
				£5,481
				<hr/>

2. The Administrator General and the Committee of Enquiry recommend a much larger addition to the staff of the Department than that set out above, but the Executive Council considers that a special effort should be made to accomplish the re-organisation of the Department and dispose of the arrears of work with the aid of the additional staff now proposed, and for which your approval is sought.

3. The advisability of reducing the legal work of the Department with a view to avoiding the need for large staff increases was specially considered, but the conclusion was reached that the advantage to the public which results from the administration of small estates by the Department outweighs that which would be achieved by any saving consequent upon the elimination of the administration of these estates.

4. I recommend that the House approves the foregoing proposals which will involve supplementary expenditure of £3,816 in the current year, as set out below, if implemented from the 1st August, 1947:—

1 Assistant Administrator General	..	..	£434
1 Assistant Accountant	..	..	400
2 Principal Clerks	..	..	800
2 Senior Clerks	..	..	667
1 First Class Clerk	..	..	234
1 Female Clerk, Grade I	..	..	234
2 Female Clerks, Grade II	..	..	300
1 Female Clerk, Grade III	..	..	80
11			<hr/>
			£3,149
War Bonus	..	..	187
Other Charges—			
(Furniture, Typewriters, Telephones, etc.)			480
			<hr/>
			£3,816
			<hr/>

5. A Resolution will be moved in the House accordingly by the Minister for Finance and General Purposes.

J. HUGGINS,
Governor

King's House, Jamaica,
23rd July, 1947

No. 25

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to recommend that Jamaica should increase its annual contribution to the Imperial College of Tropical Agriculture in Trinidad from £500 to £2,000 as from the 1st of September, 1946.

2. The work of the College and the contribution which it has made in the past both in agricultural research and in the training of Agricultural Officers are well known. Proposals for a complete re-organisation of the finances of the College have recently been drawn up in consultation with the United Kingdom Government to cover increased costs of staff and equipment and to provide for a substantial expansion of the facilities offered by the College. The scope of the teaching given will be considerably augmented. The Agricultural Department will be strengthened and the College's activities as a centre for research will be extended. Experimental small holdings for the investigation of peasant husbandry are to be established, a Lectureship in Agricultural Extension Methods is to be created and work will also be undertaken on animal husbandry problems. Agreement has moreover been reached with the authorities of the University College of the West Indies whereby students in agricultural sciences at the University College will in the future do two years' study in basic sciences at the University College in Jamaica followed by two years' study of agricultural sciences at the College in Trinidad. Arrangements will be made in due course for these students to be granted degrees in agriculture and it is also hoped that it will be possible to arrange for some students of the Jamaica School of Agriculture who are up to University Matriculation standard to be afforded the opportunity to pursue studies at the College at a higher level. The proposed Banana Research Schemes, which will operate partly at the College in Trinidad and partly in Jamaica, will also be of particular benefit to this colony.

3. The plan for re-organisation covers a period of five years from the 1st of September, 1946, and it is estimated that the average cost of providing the improved services will be over £80,000 a year. Of this sum the Secretary of State proposes that £10,000 a year should be provided from Colonial Development and Welfare funds. The United Kingdom Government will contribute a maximum sum of £35,000 a year, contingent on contributions from Colonial Government of a similar total amount. This will involve increases in the contributions hitherto paid by Colonial territories and the Secretary of State for the Colonies has suggested that contributions should therefore be re-assessed on the following basis:—

Trinidad ..	£15,000		
Barbados ..	800		
British Guiana ..	1,250		
British Honduras ..	200		
Jamaica ..	2,000		
Leeward Islands ..	1,000		
Windward Islands ..	1,750	i.e.	
		Dominica	£250
		Grenada	750
		St. Lucia	400
		St. Vincent	350

Cyprus	350
Fiji	600
Gold Coast	2,000
Nigeria	2,500
Sierra Leone	800
Kenya	1,000
N. Rhodesia	500
Nyasaland	500
Tanganyika	1,500
Uganda	1,500
Zanzibar	250
Malayan Union	1,296
Singapore	240
Brunei	64

Such contributions would be payable annually for a period of five years.

4. It is considered that the advantages derived and to be derived from the College fully justify the increased contribution now proposed and a resolution will be moved in the House seeking approval for payment of a contribution of £2,000 a year as from the 1st of September, 1946.

J. HUGGINS,
Governor

King's House, Jamaica,
31st July, 1947

No. 26

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to recommend for your approval that Government guarantee a twenty-year loan not exceeding £5,500 to be raised by the governing body of Jamaica College, the Jamaica Schools Commission.

2. The loan will be employed in building houses for married masters on the College grounds. The cottages will be rented to the masters and the rental received will partly cover the interest, sinking fund, repairs, etc. The balance of approximately £100 per annum will be met from the School funds.

3. It is proposed that the loan should issue in debentures of £100 each repayable by annual drawings and bearing interest at a rate not exceeding $3\frac{1}{2}\%$ per annum, these terms being similar to those approved by the House on the 11th of July, 1945, in respect of a previous loan of £20,000 to be raised by the Jamaica Schools Commission to carry out certain alterations and extensions to buildings at Jamaica College.

4. A Resolution will be moved in the House to give effect to this recommendation.

J. HUGGINS,
Governor

King's House, Jamaica,
30th July, 1947

No. 27

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to inform you that under Scheme D 527 a free grant of £100,000 was approved in July, 1945, as a contribution from Colonial Development and Welfare funds towards the housing programme of this Government. This grant was made on the understanding that an amount of £200,000 would be provided from Jamaica funds for expenditure on the housing programme.

2. I am to inform you that expenditure has been incurred and schemes have been approved to a total cost of approximately £270,000 and in order that the housing programme of the Government should proceed without interruption it is proposed that an application should now be made for a further grant of £100,000 from Colonial Development and Welfare funds. In making this application it will be explained that the Jamaica Government will make a further contribution of £200,000 towards the housing programme from funds to be raised under the First Development Loan.

3. I recommend that the House of Representatives should approve an application being made to the Secretary of State for the Colonies accordingly. A Resolution will be moved to this effect at the earliest opportunity.

J. HUGGINS,
Governor

King's House, Jamaica,
5th August, 1947

No. 29

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on a question which has arisen regarding payment of taxes by certain settlers on Land Settlements. Under the land Settlement Rules approved in October, 1938, taxes were expressed to be payable by settlers on Government Land Settlements as from the date of the conclusion of final agreements between the Government and the settlers. Due to the large number of properties purchased and sub-divided for land settlement in 1939 and 1940 and the time required to complete detailed surveys delay occurred between the date when settlers entered on their holdings and the conclusion of final agreements and in January, 1940, the Land Settlement Rules were amended to express that taxes were payable as from the date when holdings were allotted to the settlers.

2. The question has subsequently arisen whether settlers granted lands under the 1938 Rules should be required to pay taxes between the date of the allotment of their lands and the conclusion of the final agreements. Some have paid and some have not. The Law Officers advise that although the clause in the Land Settlement Rules of October, 1938, does not relieve the purchasers of lands comprised in the land settlements to which those Rules apply from their statutory obligation to pay taxes in respect of those lands, it operates to create an implied contract between those settlers and the Government in accordance with which the Government in effect undertook to pay taxes on behalf of the settlers or to refund to the settlers an amount equivalent to the amount of any taxes so paid.

3. The Government consequently proposes that taxes due from settlers granted land under the 1938 Rules should be waived in respect of the period between allotment and final agreement and that the amounts already paid in those circumstances, amounting to about £10,500, should be refunded to the settlers concerned. (The exact amount to be refunded cannot be ascertained until a thorough check of many individual settlers' accounts has been completed). I shall be grateful if the House will now approve the policy proposed and agree, in accordance with section 4 of the Land Settlement Fund Law, 1940, that an amount not exceeding £11,000 may be withdrawn from the Land Settlement Fund to meet the proposed refunds to the settlers concerned.

A Resolution will be moved accordingly.

J. HUGGINS,
Governor

King's House, Jamaica,
15th August, 1947

No. 30

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to recommend that the House should approve expenditure of £11,000 for improvement of the Manning's Hill road, in the parish of St. Andrew.

2. The Director of Public Works has recommended that work on the road, including deviations, reconstruction and asphaltting, should be carried out and in view of the desirability of giving additional opportunities for employment in the Corporate Area of Kingston and St. Andrew the Executive Council has decided to recommend to the House of Representatives that the necessary expenditure should be approved in advance of consideration of next year's road programme so that the work can proceed at once.

3. A Resolution seeking the authority of the House of Representatives to incur expenditure of £11,000 on this road will therefore be moved in the House of Representative at the first opportunity.

J. HUGGINS,
Governor

King's House, Jamaica,
22nd August, 1947

No. 31

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives;

I have the honour to refer to the Minutes of the House of Representatives of the 1st day of July, 1947, in which it is recorded that a majority of the House of Representatives voted against the motion that a vote of £1,100 should be included under Sub-head 1 (2) of Head 5 of the Draft Estimates for 1947-48 to cover the salary of the post of Deputy Director of Agriculture (Research).

2. On or about the 8th day of March, 1947, the Right Honourable Secretary of State selected for appointment to the office of Deputy Director of Agriculture (Research) a Mr. A. E. Trotman who on or about the 6th day of May, 1947, accepted appointment to this office.

3. I am satisfied that a commitment has already been accepted on behalf of this Government in respect of the new appointment. I am also satisfied that the post is a necessary one. I therefore consider that it is expedient in the interests of the public faith and good government that provision should be made for the payment of the salary which it was proposed in Sub-Head 1 (2) of Head 5 of the Draft Estimates for 1947-48 should be attached to this office.

4. I have therefore, in accordance with the provisions of paragraph 2 of section 47 of the Jamaica Constitution Order in Council, 1944, submitted to the Executive Council in writing the question as to whether a declaration should be made that the motion that a vote of £1,100 should be included under Sub-head 1 (2) of Head 5 of the Draft Estimates for 1947-48 to cover the salary of Deputy Director of Agriculture (Research) should have effect as if the House of Representatives had passed such motion and the Executive Council has resolved that such declaration be made and the Right Honourable Secretary of State for the Colonies has approved of the making of such declaration.

5. In the exercise of the powers conferred upon me by section 47 of the Jamaica Constitution Order in Council, 1944, I therefore declare that the motion that a vote of £1,100 should be included under Sub-head 1 (2) of Head 5 of the Draft Estimates for 1947-48 to cover the salary of the post of Deputy Director of Agriculture (Research) which was moved in the House of Representatives on the 1st day of July, 1947, shall have effect as if such motion had been passed by the House of Representatives upon the said day.

J. HUGGINS,
Governor

King's House, Jamaica,
13th August, 1947

No. 32

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR
TO
THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to recommend for your consideration that the property of Greenvale on the borders of the parishes of Trelawny and Saint James should be purchased for the settlement of Ex-Servicemen. As the House is aware, part of properties recently purchased for land settlement has been reserved for Ex-Servicemen, and Ex-Servicemen have also been allotted holdings on a number of agricultural centres converted into Land Settlements. In addition, in accordance with the approved measures for assistance to Ex-Servicemen, they are assisted to acquire holdings outside Government Land Settlements when they wish to do so. It is intended that as the land settlement programme proceeds, further areas of land shall be reserved for Ex-Servicemen. There are, however, many applications for land settlement outstanding from Ex-Servicemen and it is therefore proposed to purchase the property at Greenvale in advance of the land settlement programme to be undertaken with funds to be raised under the First Development Loan.

2. The property of Greenvale comprises approximately 600 acres of which it is reported that nearly 250 acres is good land free from tenants and it is this area which it is proposed to allot to the Ex-Servicemen. The remaining area is less satisfactory land now cultivated by tenants and it is proposed to permit these tenants to remain, giving them an opportunity if they so desire, to purchase their holdings on reasonable terms. The property is available at what is considered to be a reasonable price which will be communicated to the House by the Minister concerned.

3. A Resolution seeking the approval of the House of Representatives for the purchase of this property and for expenditure of £610 to cover legal, survey and sub-division expenses will be moved accordingly at the earliest opportunity.

J. HUGGINS,
Governor

King's House, Jamaica,
25th August, 1947

No. 33

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR
TO
THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of the emoluments payable to Runners in Collector General's Department.

2. Provision is made under Head 13, Sub-head 1 (43) of the draft Estimates for 1947-48 for three Runners at £120-10-£180 and 109 Runners at £100-10-£150.

3. The salaries of Revenue Runners were regraded with effect from the 1st of April, 1943, following the recommendation of the Committee on the Public Service. Later in 1943, the Committee on the Subordinate Employees of the Public Service considered the question of a further regrading on the basis of the discontinuance of the payment of fees to Runners. The Committee recommended that this matter be postponed pending a decision by Government on the recommendations of the Land Valuation Commission. The Committee further recommended, however, an interim carrying-on allowance of £25 per annum and this recommendation was accepted by Government.

4. The matter has recently been reviewed by the Executive Council which considers that, as there may be considerable delay before final decisions are reached in regard to the recommendations of the Land Valuation Commission, steps should now be taken to regrade the salaries of Revenue Runners. It accordingly proposed that the salaries of these officers should be regraded in the scale £150-10-£160; £160-15-£250 a year with effect from the 1st of April, 1947 and that the carrying-on allowance should be abolished as from that date. The additional expenditure involved during 1947-48 is estimated at £500.

5. A Resolution to this effect will be moved in the House by the Minister for Finance and General Purposes.

J. HUGGINS,
Governor

King's House, Jamaica,
26th August, 1947

No. 34

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR
TO
THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to the special assistance which the Government has given to the Irish potato industry in recent years by purchasing potato seed from overseas and distributing the seed to growers at subsidised prices. Last year the Government imported 10,000 barrels of seed which was estimated to be sufficient in a normal season to produce approximately 4,000 tons of potatoes which would meet the normal local demand. The seed was purchased at a cost of 32/11d. per barrel and sold to the growers at 24/- per barrel, the difference in cost being met by a Government subsidy.

2. This year reports indicate that the price of seed potatoes purchased from Canada will be considerably higher than last and the latest quotation indicates that the cost per barrel including expenses of distribution, will be £2 0s. 6d. It had not been intended to continue the policy of subsidising the Irish potato industry this year but in view of the urgent need to encourage production of local foodstuffs the Government has decided to recommend to the House of Representatives that a subsidy of 10/- a barrel should be paid on seed imported by the Department of Commerce and Industries (as compared with the subsidy of 8/11d. a barrel paid last year) and the Government has further decided to import 12,000 barrels this year as compared with the 10,000 barrels imported in 1946.

3. I therefore recommend that the House of Representatives should approve a subsidy of £6,000 for this purpose and a Resolution will be moved accordingly.

J. HUGGINS,
Governor

King's House, Jamaica,
 26th August, 1947

No. 35

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to inform you that in accordance with the recommendations of the Committee on the Public Service a Committee was appointed to enquire into and make recommendations regarding the provision of quarters for Government Officers. The Committee's report has been considered by the Executive Council and the Council has come to the conclusion that in present financial circumstances and in view of the existing high cost of building it is not possible to justify an extensive programme of construction of houses for Government Officials. The Council considers, however, that a start should be made along the lines proposed by the Committee as soon as possible and further considers that the officers for whom quarters should first be provided are officers of the Judicial and Legal branches of the Service.

2. It is accordingly proposed that suitable houses should be built or purchased for these officers and that this programme should be financed by a special loan. The Bank of Nova Scotia in Kingston has agreed to make a loan of £100,000 which it is estimated is sufficient to cover the cost of the scheme, on the following conditions:—

Rate of interest—2½% on the outstanding balance;

Currency —not exceeding 12 years;

Repayment —annual instalments of not less than 1/10th of the total, beginning not later than the end of the third year, on the understanding that the terms of the loan will be subject to review at intervals of two years;

Security —the General Revenue and assets of the Colony.

The Executive Council has accepted these terms, subject to the approval of the House.

3. The Judicial and Legal Officers occupying the houses acquired under this Scheme will be required to pay rent at the standard rate of 10% of their salaries, these rentals being credited to General Revenue, and the maintenance and upkeep of the buildings will be the responsibility of the Government.

4. With the approval of the House advances have already been made to purchase five residences under this Scheme—two in Saint Andrew, one in Saint Thomas, one in Saint Elizabeth and one in Saint Mary.

5. A Resolution will be moved in due course seeking your approval of the proposal to raise a loan of £100,000 from the Bank of Nova Scotia for this purpose.

J. HUGGINS,
Governor

King's House, Jamaica,
26th August, 1947

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR
TO
THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to recommend that the approval of the House should be given for the payment of a compassionate allowance at the rate of £7 19s. 10d. a year for life, with effect from the 1st of December, 1946, to Mr. Justin Arthur Rennie, formerly a Railway Chief Clerk in the employ of the Jamaica Government Railway.

2. Mr. Rennie was retired from the Railway on the ground of reorganisation of service with effect from the 1st of December, 1946, while holding the post of Railway Chief Clerk (£400x25-£500 per annum, plus a Personal Allowance of £10 per annum), to which he was appointed with effect from the 1st of April, 1946. Prior to that date (as from the 1st of November, 1926) he held the post of Permanent Way Superintendent Grade II (£350x25-£450 per annum, plus House Allowance of £60 per annum).

3. In accordance with Regulation 8 of the Schedule to the Pensions Law, Chapter 116, which is applicable to Railway Employees by virtue of section 52 of the Jamaica Government Railway Law, Chapter 111, Mr. Rennie is eligible for a monthly allowance at the rate of £183 15s. 10d. per annum with effect from the 1st of December, 1946, or alternatively a capital sum of £918 19/-, calculated on the basis of his average annual (pensionable) emoluments (£488 15/-) during the three years immediately preceding his retirement, since he held consecutively more than one permanent office (Permanent Way Superintendent Grade II, and Railway Chief Clerk) during this period. An award to Mr. Rennie on this basis was approved in Executive Council on the 10th of February, 1947. He has elected to receive the monthly allowance of £183 15s. 10d. per annum.

4. It has been represented, however, that Mr. Rennie's promotion has adversely affected his retiring benefits. The post of Permanent Way Superintendent, Grade II, from which he was promoted to the post of Railway Chief Clerk was in the salary scale of £350x25-£450 per annum, with a House Allowance of £60 per annum. Had he not been promoted to the post of Railway Chief Clerk he would, at the date of his retirement, have been in receipt of the maximum emoluments of the former post (£450 per annum) and would have been entitled to have his monthly allowance calculated on these emoluments since he would have held the post for more than three years. The monthly allowance payable in these circumstances would have been £191 15s. 8d. per annum.

5. It is considered that Mr. Rennie would have ground for dissatisfaction if he were awarded retiring benefits, based on his average annual salary during the three years preceding his retirement, since an officer's promotion should not result in his receiving less retiring benefits than he would otherwise have been granted.

6. The facts of Mr. Rennie's case were examined in Executive Council and it was agreed to seek your approval for the payment to him of a compassionate allowance (in addition to the monthly allowance of £183 15s. 10d. per annum already granted to him) at the rate of £7 19s. 10d. per annum for life, with effect from the 1st of December, 1946, to bring his total retiring benefits up to £191 15s. 8d. per annum, the rate to which it is considered that he is morally entitled.

7. A Resolution will be moved in the House to give effect to this recommendation.

J. HUGGINS,
Governor

King's House, Jamaica,
27th August, 1947

No. 37

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to my Message No. 56 of the 5th of December, 1946, and to the Government Employees (Compassionate Gratuities) Resolution, 1947, agreed to by the Honourable House of Representatives on the 9th day of April, 1947.

2. In that Resolution as introduced into the House of Representatives provision was sought to be made by paragraphs 3, 5 and 6 respectively for—

- (a) the payment, subject to certain conditions, to certain classes of employees of compassionate gratuities upon retirement of an amount equivalent to two weeks' wages for each effective year's service of the employee;
- (b) the qualifying period for benefit under the Resolution to be fifteen years; and
- (c) the payment, subject to certain conditions, to certain classes of dependents of deceased employees of compassionate gratuities of an amount equivalent to three months' wages of the deceased employee.

3. The House of Representatives, however, so amended paragraphs 3, 5 and 6 of the Resolution as to double the basis of computation of compassionate gratuities and to reduce the qualifying period from fifteen to ten effective years, but omitted to make the necessary consequential amendments to other paragraphs of the Resolution.

4. A Resolution will, therefore, be moved in the House in due course seeking to make the necessary consequential amendments and also to correct a typographical error as a result of which the word "dismissed" appeared in a context in which the word "dismissal" would have been appropriate.

J. HUGGINS,
Governor

King's House, Jamaica,
28th August, 1947

No. 38

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to inform you that Jamaica Milk Products Limited has reported that in view of increased costs of manufacture the Company has for some time past been operating at a considerable loss. The additional costs which gave rise to a loss of £2,628 in the first six months of 1947 arose mainly from an increase in the price of sugar and tin plate and increased haulage and labour rates. In view of this loss the Company has sought the approval of the Government in accordance with section 9 of the Licence issued in 1940 under the Safeguarding of Local Industries Law, to increase the price of condensed milk to the public.

2. An exhaustive enquiry was undertaken into the costs of the Company's operations with the result that the Executive Council was satisfied that the Company was in fact operating at a loss and that the Company had established its case for making an increase in the price of condensed milk to the public. It was estimated that an increase in the price of $\frac{1}{2}$ d. a tin of 14 ozs. (3/- per case of 48 tins) in respect of the period from the 1st of July to the 31st of December would enable the Company to show a small profit on its operations over the full year.

3. While the case made out by the Company was accepted the Government was, however, reluctant to permit an increase in the price of condensed milk to the public, particularly in view of the needs of children, and the conclusion was reached that instead of allowing an increase in the retail price, a subsidy should be paid at the rate of $\frac{1}{2}$ d. a 14 oz. tin until the end of the year. The Government is satisfied that such a subsidy will allow only a small profit to the Company and considers that the subsidy is justified by the necessity to prevent a rise in the price of condensed milk to the public. It is proposed to review the position before the end of 1947 and to decide whether continuation of the subsidy after the end of the year is justified.

4. It is estimated that the cost of the subsidy until the end of 1947 at the rate proposed will be £11,610 and I accordingly recommend that the House should authorise an addition of that amount to the provision of £100,000 (Cost of Living Subsidy) included under Head 58 Item 1 of the approved Estimates for 1947-48.

5. As the House is aware, a subsidy is paid on imported condensed milk at the rate of $2\frac{1}{2}$ d. a 14 oz. tin and it should be noted that any increase in production which the Condensary can achieve will not increase the total subsidy commitment but reduce it by making it possible to cut down imports of condensed milk which carries a higher rate of subsidy than that now proposed for the local product.

6. A Resolution will be moved as soon as possible seeking the approval of the House for the subsidy proposed.

J. HUGGINS
Governor

King's House, Jamaica,
30th August, 1947

No. 40

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to the Resolution passed by the House of Representatives on the 21st of May, 1947, approving in principle a scheme prepared by the Central Housing Authority for construction of temporary housing accommodation at Cockburn Pen in Western Kingston and authorising the expenditure of £4,300 as a grant from general revenue to enable a start to be made with that scheme, and to the approval subsequently given by the House of Representatives in Finance Committee for the full scheme to be carried out to provide 120 rooms at a total cost of £11,000.

2. Good progress has been made with the construction of the first temporary housing units under this scheme, and the Executive Council has now further considered the housing problem in Western Kingston, with special reference to the urgent need to provide alternative accommodation for residents of Kingston Pen.

3. As the House is aware, it is the policy of the Government to proceed with the construction of permanent housing in Trench Town and Denham Town without interruption and, following on approval of the recommendation in my Message No. 27 of the 5th of August, 1947, an application for an additional Colonial Development and Welfare grant of £100,000 has been made to the Secreatry of State for the Colonies, as a contribution towards the cost of the Government housing programme to be carried out in Kingston and elsewhere. It is considered, however, that the serious housing situation in Western Kingston requires further emergency action and that, while the work of constructing permanent houses proceeds as fast as available funds, staff and materials permit, a second scheme for providing temporary housing should be put into effect. The Central Housing Authority has accordingly prepared a second scheme for construction of fifteen housing units providing altogether 120 rooms. This scheme will require certain additional works, including construction of drains, a bridge and an extension to the water supply, and the total cost will be £13,500.

4. The need for action of this kind is well known to the House, and I confidently recommend that the House should approve this expenditure, for which purpose a Resolution will be moved as soon as possible.

J. HUGGINS,
Governor

King's House, Jamaica,
2nd October, 1947

No. 41

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of the cost of maintaining the Jamaica Battalion, and to inform you that this question has been considered by the Jamaica Government in consultation with His Majesty's Government in the United Kingdom.

2. The full cost of the Battalion was borne by United Kingdom funds during the war years, and the United Kingdom has continued to meet the cost since the war, but it was reported to this Government last year that while His Majesty's Government would agree to continue to meet the full cost of maintaining United Kingdom troops stationed in Jamaica, it was not prepared to continue to meet the cost of the Jamaica Battalion.

3. The Jamaica Government considered what alternative might be proposed in the event of the regular Jamaica Battalion being disbanded and, amongst other suggestions, considered the establishment of a territorial Battalion which could be maintained at lesser cost: but the conclusion was reached that it would be preferable, if the necessary funds could be found, to maintain three Companies together with the Headquarters Company of the Battalion at least for a year or two to come. It was recognised, however, that it would be impossible for the Jamaica Government to meet the full annual cost of maintaining the Battalion at this strength, which is estimated at £170,000 a year. A proposal was accordingly put to His Majesty's Government that the three Companies and the Headquarters Company of the Battalion should be retained for a period of two years as from the 1st of April, 1947, and that the question of the arrangement to be made thereafter should be further considered before the end of that period. As to the cost, the Jamaica Government did not feel that in present financial circumstances it was possible to offer a contribution of more than £25,000 a year (in addition to the present annual contribution of £25,000 to Imperial Defence) and His Majesty's Government was therefore asked to consider making a special grant to cover the balance. His Majesty's Government has accepted this proposal and the Battalion is now being reduced to the proposed strength of three companies and one Headquarters Company (involving discharge of 56 officers and other ranks).

4. The House will appreciate that the division of cost agreed upon with His Majesty's Government is most favourable to Jamaica, and I consequently recommend that approval should be given to increase Jamaica's annual contribution to Imperial Defence from £25,000 to £50,000 with effect from the current financial year.

5. A Resolution will be moved accordingly in due course.

J. HUGGINS,
Governor

King's House, Jamaica,
30th September, 1947

No. 43

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the question of domestic water supplies a subject to which the Government attaches the greatest importance and which rightly gives rise to the widest public interest. In this Message I shall not refer to the problem of the water supply of Kingston and Saint Andrew or to the development of water supplies for irrigation since it will be more convenient to deal with those important matters separately. The question to which I wish to refer at present is the problem of improving supplies of water for domestic use in towns other than Kingston and Saint Andrew and in the rural areas and I shall take this opportunity to explain the action already taken by the Government in this respect and the policy to be followed in the future.

2. The Government considers that amongst the many urgent tasks to be undertaken there is no more important purpose than that of providing to the utmost extent which available funds permit improved supplies of water for domestic use in both urban and rural areas. The Government is well aware of the serious dangers which threaten public health in present conditions and of the fact that the satisfactory development of towns and villages throughout the Island is impeded by insufficient, unsatisfactory and often polluted public water supplies. It has been the aim of the Government to remedy these conditions with the least possible delay.

3. Unfortunately progress in this direction during and subsequent to the war has been most difficult to achieve, due almost entirely to the fact that pipes, pumps and other essential materials and equipment have been and are still in extremely short supply. It has also proved impossible to obtain additional technical staff for the Hydraulics Branch of the Department of Public Works. In these circumstances, the Government decided to direct first attention to the need to provide rain water tanks in particularly dry areas, which could be constructed without imported materials other than cement, and which did not require the preparation of elaborate plans or the engagement of highly skilled staff. An application was accordingly made for a Colonial Development and Welfare grant of £68,000 to carry out a first programme of tank construction and thirty tanks most of which have a capacity of 100,000 gallons have been constructed under that programme. In my message No.37 of the 18th of October, 1946, I recommended that two further tank construction programmes should be undertaken, the second programme to cost £32,500 to be met wholly from Jamaica funds and the third £65,000 to be financed by a Colonial Development and Welfare grant. The House approved these proposals, a grant of £65,000 under the Colonial Development and Welfare Act was obtained and work on both programmes is proceeding.

4. Another direction in which it was possible to make progress pending completion of plans for larger schemes and improvement of the supply position regarding materials and equipment was in providing improved minor water supplies in rural areas. For this purpose the

Government made an allocation of £10,000 to the Parochial Water Supplies Fund in 1946/47 and a further £10,000 in 1947/48 and these allocations together with the balance in the Fund at the end of 1945-46 made up a total of over £35,000. In the past two years schemes have been financed from this fund to a total of about £17,000 and other schemes estimated to cost about £4,000 are under examination, leaving an uncommitted balance in the Fund of over £14,000. The work which has been and can be done with assistance from this Fund is most valuable. The schemes financed under the Fund are usually to improve and clean springs in rural areas and to pipe a supply of water to a public tank or standpipes nearby. Little imported equipment and materials are required and the maintenance charges are small. These schemes are as a rule carried out by the staff of the local government authorities and are financed on the basis of half grant and half loan, the loans being repayable by the local government authorities over a number of years. It is considered that the good results already achieved by contributing to and making use of the Parochial Water Supplies Fund and the helpful cooperation of all the local government authorities concerned fully justify an extension of the work of improving minor water supplies in rural areas by this means, and it is recommended that the annual Government contribution of £10,000 to the Fund should be continued. I further recommend that application should be made to the Secretary of State for a grant of £40,000 spread over four years to provide additional funds to assist in carrying out smaller schemes in rural areas.

5. Important as these schemes are, they constitute only a small part of the domestic water supply programme which it is hoped to carry out in coming years for which provision of nearly £1,000,000 has been made in the Ten Year Plan of Development and it is well recognised that even more important than these small rural schemes is the provision of satisfactory water supply for the towns and villages throughout the Island.

6. Since the Hydraulic Branch of the Public Works Department was formed in 1942 the water resources of Jamaica have been fully examined and a large number of major schemes prepared. These schemes include plans for improving existing supplies and providing new ones both by pumping and piping water from rivers and springs and boring for new supplies. Many of these plans are completed and others are under final review in consultation between the Hydraulics Engineer of the Public Works Department and Mr. George Roddam, the Adviser to the Comptroller for Development and Welfare of water supply questions. Discussions have moreover already taken place with the local government authorities concerned which have in most cases agreed to bear the recurrent cost of operating the schemes and have also agreed to meet the loan charges from Parochial funds on half the capital cost of the schemes. To assist in the preparation of these schemes a Colonial Development and Welfare grant of £2,500 has already been made to cover the cost of gauging rivers and springs and I now recommend that application should be made for a further Colonial Development and Welfare grant of £15,000 spread over three years to cover the cost of test borings and other investigations of underground water sources in connection with both domestic water supply and irrigation schemes. If such a grant is approved it will be possible to supplement existing exploratory work by boring in accordance with an approved priority boring programme without having to seek separate approval for funds to cover the cost of boring in each case.

7. I now turn to the question of the preparation of a priority programme for major schemes and the question of how they are to be financed. It is already apparent that funds likely to become available both by raising loans and by grants under the Colonial Development and Welfare Act will be quite insufficient to meet all demands or even to cover the cost of the many major schemes which are admittedly most desirable. The preparation of a priority programme of work therefore requires the fullest consideration, in which the needs of the different areas to be served must be carefully weighed. A tentative priority programme has already been drawn up and is now under review but pending that review it is proposed that applications for Colonial Development and Welfare grants for certain schemes which it is already clear must in any event be included in the first priority programme should not be delayed, and I recommend that the House should give authority for applications for Colonial Development and Welfare grants to be made to cover half the cost of the schemes already prepared which do not involve a grant in any one case of more than £15,000 on the understanding that a full priority programme will be submitted to the House as soon as possible and separate approval sought before any application for a grant which exceeds that amount. The remainder of the cost in each case will be covered by loan funds.

8. An example of the kind of project falling in this category is the scheme to improve the existing water supply for Falmouth by installing a pump at the Martha Brae River and constructing a six-inch pipe line and a new filtration plant together with an improved distribution system in the town. The total cost of the scheme is estimated to be £25,400 of which it is hoped that half will be obtained as a free grant from Colonial Development and Welfare funds and half from loan funds repayable by the Parochial Board over a period of years. Another scheme which it is hoped to put in hand is to bring a pipe water supply to Frankfield, for which certain equipment was obtained before the war. The scheme had to be postponed during the war but it is now proposed to proceed with the work at a total cost of £14,200 for half of which it is again proposed to apply for a Colonial Development and Welfare grant. Another scheme which is ready for execution is that for Bath in St. Thomas where it is proposed to pipe a supply to the town by gravity at a total cost of £7,000—again half the cost being met by grant and half by loan. The House will, I feel sure, agree that applications for grants to finance schemes of this kind which can be put in hand in the near future and which do not involve very heavy expenditure should not be delayed until a priority programme is finally approved.

9. As another step to avoid delay, it is proposed that orders should be placed at once for certain standard types of materials and equipment which will be required for schemes to be subsequently approved. It will be useful for instance if pipes can now be ordered where it can be safely anticipated that pipes of that size and type will be required for schemes to be included in the first priority programme.

10. I trust that the House will be prepared to accept these recommendations which are regarded as of first importance if the programme of improvement of domestic water supplies which the Government hopes to carry out is to proceed with the minimum delay.

J. HUGGINS,
Governor

King's House, Jamaica,
6th October, 1947

No. 44

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO.

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address the House on the question of acquisition of a site for the University College of the West Indies, and the cost of the hospital which is to be established in connection with the University College Medical School.

2. It will be recalled that in 1945, after consideration of Message No. 38, of the 16th of October, 1945, the House agreed that the Jamaica Government should do its utmost to provide a site for the University College free of cost. It will also be remembered that the Irvine Committee had stated that a site of between 150 and 200 acres would be sufficient, and it was thought at that time that Government land at Hope might be found suitable. It was however, subsequently decided to establish the University College Medical School and the University College Hospital on the same site, and the area required is consequently much greater than at first anticipated. The Provisional Council of the University College has selected a site of 673 acres at Mona on land belonging to the Water Commission, and confirmation has now been received from the University authorities in the United Kingdom that the recommended site is approved. An independent estimate of the value of this site has been made at a figure of £188,750.

3. The question of the terms on which the Water Commission would be prepared to make this site available for the University College has been discussed with the Water Commission, with the result that the following Resolution has been passed by the Water Commission for the consideration of the Government:—

"RESOLVED THAT

- (1) the site selected by the Provisional Council of the University College (673) acres should be placed at the disposal of the Government for the use of the University College free of charge, provided that no claim would at any time be made on the Commission in respect of the Mona Reservoir Scheme;
- (2) In the event of the Mona Reservoir Scheme proving a failure, the Commission should be paid an amount of £150,000 for the University College site or, alternatively, the Commission should be granted Government owned land in the Corporate Area to that value at an agreed valuation".

Subject to the approval of the House of Representatives, the Executive Council has gratefully accepted the proposals set in that Resolution.

4. It should be explained that the Mona Reservoir Scheme, which has cost approximately £500,000, was financed by an interest-free loan from Colonial Development and Welfare funds, and that it was decided to postpone consideration of the question whether the loan should remain and, if so, on what terms, or be replaced in whole or in part by a free grant until the scheme had been in operation for three years.

5. This question has been recently taken up again with the Colonial Office, but it has not been possible to reach a final conclusion. The loan from Colonial Development and Welfare funds was made subject to subsequent consideration of the rates charged for water supplied from the Reservoir and increased receipts from taxation due to the effect of any increases in land values arising from the increased supply. These matters still have to be considered, in relation to the depreciation on the Reservoir and expenditure on maintenance and any further capital works required for distribution of water from the Reservoir. It is expected, however, that receipts from water rates and increased taxation, together with depreciation and maintenance and any further capital expenditure, will more than cover any repayment of the loan or interest which may be required.

6. The Jamaica Government will not be called upon to make any contribution towards the cost of the construction of the University College or the University College Medical School, but the Secretary of State for the Colonies has suggested that the Jamaica Government should contribute towards the capital cost of the University College Hospital, which it is intended shall provide 500 beds at a cost of approximately £750,000. The Hospital will, of course, be of the greatest service to Jamaica since it is anticipated that nearly all the patients treated in the Hospital will be Jamaicans, and the establishment of a University College Hospital will render it unnecessary for the Government to find the necessary funds to construct the new Hospital in or near Kingston which would otherwise be necessary. The question of what contribution the Government can afford to make has been fully considered with the result that it is now recommended for the consideration of the House of Representatives that the Jamaica Government should agree to make a contribution of £250,000, this amount being taken from Jamaica's allocation of £6,500,000 under the Colonial Development and Welfare Act, 1945.

7. The importance of the University College to the development of education throughout the British West Indies and the importance of improving hospital facilities in Jamaica are, I know, well recognised by the House of Representatives, and I confidently recommend that the proposals regarding the site of the University College and the capital cost of the University College Hospital which I have set out in this Message should be accepted.

8. A resolution will be moved accordingly as soon as possible.

J. HUGGINS,
Governor

King's House, Jamaica,
7th October, 1947

No. 45

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to my Message No. 17 of the 30th of May, 1947, in regard to measures for relieving distress, particularly amongst children in areas where circumstances render such relief most urgent.

2. That Message included *inter alia* a recommendation, which was accepted by the House, that a sum of £2,000 should be paid to the Child Welfare Association to enable the Association to extend its schemes for providing milk for children of pre-school age. On the present basis of distribution this provision will be exhausted by the end of November.

3. It is considered most desirable that the scheme should be continued and that supplies of milk should be made on a more generous scale. I therefore recommend that you should authorise additional expenditure of £4,000 to enable the scheme to be continued on a more generous scale to the end of the present financial year.

4. A Resolution will be moved in the House to give effect to this recommendation.

J. HUGGINS,
Governor

King's House, Jamaica,
28th October, 1947

No. 47

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to inform you that the question of the rates of pay and conditions of service of the Prisons staff has been under consideration for some time.

2. I attach a schedule containing revised rates of pay proposed by the Minister for Social Services which have been accepted by the Executive Council. It has been agreed that the new scales should take effect from the 1st of April, 1947. It is not proposed that the staff of the Richmond Prison Farm, which scheme is financed from Colonial Development and Welfare Funds, should share in the proposed regrading.

3. It is estimated that the initial additional cost over the approved provision in the current year's Estimates will be £21,059 and that the ultimate additional cost will be approximately £25,000.

4. A Resolution seeking your approval of these proposals will be moved in the House by the Minister for Social Services.

J. HUGGINS,
Governor

King's House, Jamaica,
5th November, 1947

No. 48

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR
TO
THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of contributions by the British West Indian Colonies towards the recurrent cost of the University College of the West Indies.

2. The basis on which these contributions should be made was the subject of discussion at a meeting of representatives of the Governments of the territories concerned summoned at the close of the Montego Bay Closer Union Conference. This Government was represented at the meeting by the Minister for Social Services and the Financial Secretary and Treasurer.

At this meeting it was unanimously agreed to recommend that the Colonies concerned should meet the recurrent costs of the University College for the next six years by annual contributions computed on the basis of their respective populations; the basis of apportionment to be reviewed at the end of this period.

3. Assessing the contribution on the interim results of the recent West Indian census, the percentage payable by each Colony would be

Barbados	..	..	..	7.4%
British Guiana	..	..	..	12.9%
British Honduras	..	..	..	2.2%
Jamaica	..	..	..	45.4%
Leeward Islands	..	..	..	3.9%
Trinidad	..	..	..	17.9%
Windward Islands	..	..	..	10.3%

4. It has been estimated that the net recurrent costs would be of the order of £160,000 for the first three-year period from September, 1947, to August, 1950; and £150,000 a year for the subsequent three-year period ending August, 1953. Jamaica's contribution over the six-year period would aggregate £276,940; £72,640 for the first three years (*i.e.*, approximately £24,214 a year) and thereafter £68,100 a year.

5. I recommend that your approval should be given for the payment of Jamaica's contributions towards the recurrent cost of the University College of the West Indies on the basis set out above.

6. A Resolution will be moved accordingly by the Minister for Social Services.

J, HUGGINS,
Governor

King's House, Jamaica,
7th November, 1947

No. 49

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to recommend that the approval of the House be given for the payment to Mr. Cecil H. Alexander, formerly a Head man, Class C, Grade II, Public Works Department of—

- (i) a compassionate (disability) allowance at the rate of £35 15/- a year for life with affect from the 27th of October, 1946; and
- (ii) the sum of £40 16s. 10d. in consideration of the medical and other expenses incurred by him in the treatment of an injury received in the performance of his duties.

2. Mr. Alexander was injured on the 11th of December, 1944, in an accident which occurred while he was travelling from St. Margaret's Bay to Port Antonio in a car belonging to the Public Works Department. The injury was attributable to the nature of his duties and was sustained without his own default. In October, 1946, a Government Medical Board certified that Mr. Alexander was unfit for further service and that his capacity to contribute to his support was "materially impaired". He was in consequence retired with effect from the 27th of October, 1946. He is at present unable to work.

3. Executive Council approved the award to Mr. Alexander of a gratuity in the sum of £41 5/- in view of his rights under the Resolution of the former Legislative Council dated 29th March, 1912 (now rescinded), which were preserved by the Resolution of the former Legislative Council of the 15th of April, 1912. Since Mr. Alexander was neither a "workman" within the meaning of the Workman's Compensation Law, Chapter 408, nor an "officer" within the meaning of the Pension Law, Chapter 116, he is not legally entitled to any additional benefits specifically in respect of his injury. It is considered, however, that he has a moral claim to a compassionate (disability) allowance in addition to the gratuity approved under the Resolution of the former Legislative Council since the gratuity he has received is in respect of his length of service only; that is, the gratuity contains no compensation for his injuries. It was accordingly decided to seek your approval for the payment to him of a compassionate (disability) allowance at the rate of £35 15/- per annum. This rate is equivalent to the disability allowance for which he would have been eligible under Regulation 6 of the Schedule to the Pensions Law, Chapter 116, had his case come within the scope of that Law.

4. Mr. Alexander submitted a claim for £40 16s. 10d. supported by bills and receipts, in respect of out-of-pocket expenses incurred by him as a result of his injuries. Executive Council considered the claim to be reasonable and recommended that your approval should be sought for the payment to him of a compassionate grant in reimbursement of these expenses.

5. A Resolution will be moved in the House to give effect to this recommendation.

J. HUGGINS
Governor

King's House, Jamaica
12th November, 1947

No. 50

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES.

Members of the House of Representatives,

I have the honour to address you on the subject of the citrus industry and to recommend for your approval a scheme, prepared in consultation with the Citrus Growers' Association, for the progressive expansion of the industry.

2. It is estimated that the industry will require about 200,000 plants a year for five years, and it is proposed that the Department of Agriculture should extend its nurseries so as to supply 150,000 plants annually, and that private nurseries and branches of the Association should be encouraged to produce the remaining 50,000 plants a year.

The Department of Agriculture will be unable to reach the target of 150,000 plants in less than six years, and so cannot undertake to supply more than 550,000 plants within the period of the scheme. It is likely, however, that this number, together with 250,000 plants from private and branch nurseries will prove sufficient for the projected expansion.

3. In order to encourage private nurserymen and branches of the Association to establish nurseries, it is proposed—

- (i) that advances, up to 6d. per plant, be made to the Branches of the Association to enable them to establish and maintain nurseries, the advances to be recovered from the sale of the plants;
- (ii) that an undertaking be given to the nurserymen to purchase at 10d. each all good plants from their nurseries (up to a limit to be fixed by the Association in each case), which when ready for distribution they fail to dispose of.

It is proposed that the Citrus Growers' Association should be responsible for all the arrangements with the private nurserymen—selecting the areas in which they should be given guarantees, allocating production quotas among them, and arranging for guarantees and for the free issue of plants. It is proposed further, that the cost of the guarantee and the cultivation advance of 6d. per plant should be met from the Citrus Reserve Fund.

The final charge on the Citrus Reserve Fund on this basis cannot be calculated with accuracy, but if one-half of the plants so guaranteed prove unsaleable (which is extremely unlikely) the total charge would not exceed £6,000.

4. The expansion of the Government nurseries over a six-year period is estimated to cost £26,250, of which £2,000 would be capital expenditure and £24,250 the cost of producing 550,000 plants at 10d. each.

5. It is proposed that all plants, whether from Government or private nurseries, should be sold at 1/- each, but that, in special cases and on the specific recommendation of the Citrus Growers' Association, growers requiring 25 plants or less should be supplied with plants from

the Government nurseries free of cost. On this basis the revenue from the Government nurseries should not fall below £22,500, namely, 450,000 plants at 1/- each, and the net charge on Government funds for six years should not, therefore, exceed £3,750.

All income from the Government nurseries would be credited to general revenue.

6. The expansion scheme provides for supervision generally by an officer of the Department of Agriculture specially assigned for the purpose. It is intended that all plants to be sold, to be distributed free, or to be paid for under the guarantees to the private nurserymen should be examined and passed as up to standard by the Department of Agriculture.

7. The House is invited to approve these proposals generally and to authorise supplementary expenditure of £3,275 by the Department of Agriculture during the present financial year to launch the planting programme for 1947-48 and to enable 36,000 plants to be made immediately available.

8. A Resolution will be moved accordingly as soon as possible.

J. HUGGINS,
Governor

King's House, Jamaica,
12th November, 1947

No. 52

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to put before the House proposals for certain additional expenditure to be incurred during this financial year.

2. Proposals have been made for the expenditure of the sum of £185,000 in respect of special works in the country Parishes. These proposals have been carefully reviewed in the light of the financial position, and it is recommended that the House should approve supplementary provision of £100,000 as a first instalment for these works.

3. The question of the provision of the balance will be considered in January in the light of the financial position at that time.

4. A Resolution will be moved accordingly.

J. HUGGINS,
Governor

King's House, Jamaica,
17th November, 1947

No. 53

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to recommend that the House should approve the expenditure of a further £150,000 for land settlement, and £50,000 for housing during the current financial year as advances on account of a loan to be raised later.

2. The release of further sums for Ten Year Plan items will be considered as soon as the next instalment of the loan has been raised.

3. A Resolution will be moved accordingly.

J. HUGGINS

Governor

King's House, Jamaica,
17th November, 1947

No. 54

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to my Message No. 13 of the 25th of June, 1947, in which I made a recommendation which was subsequently approved by the House, that the sum of £158,242 should be made available to the Kingston and St. Andrew Corporation, half of the amount as a grant from Government, and half as an advance against a loan to be raised by or on behalf of the Corporation, to cover the cost of part of a long term programme of works prepared by the Corporation.

2. The Corporation has now proposed, in order to relieve the unemployment situation, that an additional programme of Reconstruction Works as set out in the attached schedule, amounting to £40,000, should be undertaken at once to supplement the balance of work to be carried out under the Third Programme, and that the cost of these additional works should be met on the same basis as previous programmes, as set out in paragraph 1 of this Message.

3. I recommend to the House that approval should be given for the execution of the works set out in the schedule to this Message, and that the total cost (£40,000) should be met half by a grant from Government funds and half by an advance to be made by Government to the Corporation against a loan to be subsequently raised by or on behalf of the Corporation.

4. A Resolution will be moved accordingly.

J. HUGGINS,

Governor

King's House, Jamaica,
21st November, 1947

No. 55

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to recommend that the House of Representatives should approve supplementary expenditure of £3,850 to provide for the levelling and filling of Blocks E and F of the Trench Town Housing Scheme.

2. The House recently approved the recommendation in my Message No. 53 of the 17th of November, 1947, that a further £50,000 should be expended on housing during the current financial year as an advance on account of a loan to be raised later. Some part of this amount will be allocated to the Trench Town Housing Scheme and the expenditure referred to in the preceding paragraph, which is not itself properly chargeable against the provision for Housing would prepare the land for the construction of houses on Blocks E and F.

3. I also recommend that the House should approve supplementary expenditure of £3,500 for the provision of a children's park in connection with the Trench Town Housing Scheme.

4. A Resolution will be moved accordingly.

J. HUGGINS,
Governor.

King's House, Jamaica,
22nd November, 1947.

No. 56

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to inform you that Government has had under consideration the question of the payment of acting allowances to Government Officers when called upon to discharge the duties of a higher office. Under the existing General Orders an officer called upon to act in a higher office than his own receives no remuneration unless the officer for whom he acts is on half pay or no pay leave or in other circumstances where funds become available.

2. In 1938 the Secretary of State for the Colonies intimated that he considered it desirable that throughout the Colonial Service acting allowances should be paid even where funds were not released, but on account of the war no action was taken in this Colony to give effect to the proposal by the Secretary of State.

3. The matter has been considered in Executive Council and the Council recommend that an officer duly appointed to act in a higher office than his own who, by virtue of such appointment, assumes definite additional responsibility, should if required to act in such higher office for a continuous period exceeding 28 days, be granted in addition to his own substantive salary an acting allowance calculated on the following basis:—

- (i) if the salary of the higher office is not incremental, at a rate equal to the difference between his own substantive salary and an amount which is less by 5% than the salary of the higher office;
- (ii) if the salary of the higher office is incremental, at a rate equal to the difference between the officer's own substantive salary and the minimum salary of the higher office.

It is proposed that the acting allowances should be paid in accordance with a schedule of offices which has been approved by Executive Council.

4. It has been agreed in Executive Council that payment of acting allowances on the basis set out above should become effective as from the 1st of November, 1947, and that the House should be asked to sanction the necessary supplementary provision to the existing Vote for Acting Allowances under the Miscellaneous Head of the Estimates for the remainder of the current financial year. The amount involved is estimated at £3,500.

5. A Resolution seeking your approval of these recommendations will be moved in due course.

J. HUGGINS,
Governor.

King's House, Jamaica,
23rd November, 1947.

No. 57

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR
TO
THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to inform you that efforts to obtain a suitable officer to fill the temporary post of Executive Engineer, Hydraulics, for which provision has been made under Head 54 Sub-Head 1 (93) of the Estimates for 1947-48 have been unsuccessful and that the Secretary of State for the Colonies has intimated that a wholly suitable candidate willing to accept appointment may be unobtainable since the post is on a temporary basis.

2. The services of an Executive Engineer, Hydraulics, are urgently required and, in view of the fact that additional staff in the Hydraulics Branch of the Public Works Department will be necessary for many years to come in connection with new water supply projects, Executive Council has recommended that the post in question should be made permanent and pensionable.

3. A Resolution seeking your approval of this recommendation will be moved in due course.

J. HUGGINS
Governor.

King's House, Jamaica,
26th November, 1947.

No. 58

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR -

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the question of the extension of the period of operation of the Rent Restriction Law, 1944, Law 17 of 1944.

2. Sub-section 2 of section 1 of the Law provides that the Law shall continue in force until the expiry of the Emergency Powers (Colonial Defence) Order in Council, 1939, and for one year thereafter and may be continued in force for a further period or periods of twelve months at a time by Resolution of the Legislative Council and the House of Representatives.

3. The Emergency Powers (Colonial Defence) Order in Council, 1939, expired on the 23rd of February, 1946, and Resolutions were passed in November, 1946, by the Legislative Council and the House of Representatives approving the continuance in force of the Rent Restriction Law, 1944, for a further period of twelve months from the 23rd of February, 1947. The Law will, unless its operation is continued, expire on the 23rd of February, 1948.

4. The number of applications for the assessment of rent in the Corporate Area has remained at a satisfactory level. During the year 1946, the average number of applications was 77 a month, while the monthly average for the first ten months of this year was 83. In October, 87 applications were received. The Law has also been extended to certain other towns from time to time.

5. It is evident that the Law is continuing to serve a most useful purpose. I recommend therefore that the period of its operation should be extended for twelve months from the 23rd of February, 1948.

6. A Resolution will be moved accordingly at an early opportunity

J. HUGGINS,
Governor

King's House,
Kingston, Jamaica,
26th November, 1947

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR
TO
THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of the emoluments payable to Lumber Measurers in the Collector General's Department for whom provision is made under Head 13, Sub-head 1 (32) of the Estimates for 1947-48.

2. Lumber Measurers were brought under the control of the Customs Department by a Resolution of the former Legislative Council dated the 28th of April 1942, and the salary payable to these officers was fixed in the scale £120-15-150; £165-15-210. The general regrading of subordinate employees in 1943 did not include provision for the regrading of the salaries of these employees.

3. Lumber Measurers who hold certificates as Admeasurers granted by a Judge possess knowledge which may be regarded as technical and upon their certificate depends the collection of the proper amount of duty and tonnage tax. The Governor in Executive Council on the 7th of March, 1947, under section 254 of the Customs Law, 1939, Law 34 of 1939, made the Customs (Amendment) (No. 2) Regulations, 1947, which provide for an increase in the scale of fees payable for the measurement of lumber. It is estimated that the increased fees approved will yield annually approximately £2,500 additional revenue.

4. The matter has been considered in Executive Council and it has been agreed that the salaries of Lumber Measurers should be regraded in the scale £210-10-250 a year with effect from the 1st of April, 1947. It is estimated that the expenditure involved for the first year would be about £70.

5. A Resolution will be moved in the House by the Minister for Finance and General Purposes seeking your approval of these proposals.

J. HUGGINS,
Governor

King's House, Jamaica,
30th November, 1947

No. 60

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR
TO
THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to recommend for your approval a proposal that Carlton Lewis, a student at Munro College, who has shown exceptional promise, be paid a special allowance equivalent to the amount of a scholarship which he recently held, and on the same terms and conditions on which the scholarship was awarded, until the end of the calendar year in which he will attain the age of 18 years.

2. A scholarship under Articles 124-127 of the Code of Regulations of the Education Department was awarded to Carlton Lewis as from the 1st of January, 1943. This scholarship will terminate on the 31st

of December, 1947, a few months after he attains the age of 16 years, but the Articles of the Code do not allow any extension beyond a period of five years. The Headmaster of Munro College recommends that an extension of the scholarship be awarded to Lewis to enable him to take the Higher School Certificate Examination and compete for the Jamaica Scholarship, the regulations for which provide that a candidate shall be not less than 17 nor more than 19 years of age on the 1st of December, in the year of the examination.

3. The proposal has been approved by Executive Council and a Resolution on the subject will be moved by the Minister for Education in due course.

J. HUGGINS,
Governor

King's House, Jamaica,
9th December, 1947

No. 61

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to seek the approval of the House for the payment of a compassionate gratuity of £450 to Mr. Cecil Charles Hastings formerly Supervisor of Agricultural Instructors in the Jamaica Agricultural Society.

2. Mr. Hastings was an employee of the Society for twenty-six years and ten months and at the date of his retirement with effect from the 1st of April, 1947, was in receipt of salary at the rate of £400 per annum with a Seniority Allowance of £50 per annum.

3. A Provident Fund for employees of the Jamaica Agricultural Society was established with effect from the 1st of January, 1944, and Mr. Hastings has been a contributor to the Fund since that date.

4. Mr. Hastings is not eligible for an award from the Provident Fund in respect of the period of his service with the Jamaica Agricultural Society from the 1st of June, 1920, to the 31st of December, 1943, inclusive, since such service was prior to the coming into operation of the Fund. It is recognised, however, that former employees of the Jamaica Agricultural Society with over ten years' service have a moral claim to compassionate treatment and in previous similar circumstances compassionate gratuities have been granted.

5. Mr. Hastings' case was examined in Executive Council and it was decided that the approval of the House should be sought for the payment to him of a compassionate gratuity of £450 in respect of his services with the Jamaica Agricultural Society from the 1st of June, 1920, to the 31st of December, 1943, inclusive. This amount represents approximately the sum which he would have received from the Jamaica Agricultural Society in respect of the period in question as its contribution to his retiring benefits, had a Provident Fund been in operation from the commencement of his service with the Society.

6. A Resolution will be moved in the House to give effect to this recommendation.

J. HUGGINS,
Governor

King's House, Jamaica, B.W.I.,
10th December, 1947

No. 62

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to submit for your consideration a proposal that loans of £1,000 from General Revenue be made to the Parochial Boards of St. Ann, Manchester, St. Elizabeth and Hanover. These Boards have applied for assistance under the Parishes Water Supplies (Amendment) Law, 27 of 1946 to enable them to assist private persons to construct domestic water supplies.

2. The practice of Parochial Boards assisting individuals to construct private water supplies from parish funds is well established and the Amending Law 27 of 1946 was intended to increase the scope of such assistance in that it raised the limit of loans to individuals from £20 to £50 and the aggregate of loans in any one year from £500 to £1,500.

3. It is considered that extension of assistance of this type is likely to reduce annual Government expenditure for reimbursing to these Parochial Boards the cost of trucking water to drought stricken areas as has been necessary during the past three years.

4. The loans to the Parochial Boards will if approved be interest-free and repayable in seven years. The Boards would in turn administer the loans on a similar basis, and the loans would be secured in accordance with the requirements of the Parishes Water Supply Law (Chapter 38).

5. A resolution will be moved in the House accordingly.

J. HUGGINS,
Governor

King's House, Jamaica,
17th December, 1947

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to place before you a proposal that further advances should be made to the Agricultural Loan Societies Board for the purpose of agricultural credit until further loan funds can be raised under the Ten-Year Plan of Development, and to seek your approval for the payment of further sums into the Agricultural Credit Revolving Fund.

2. Advances amounting to £120,000 have already been approved by the House for loans to farmers until development loan funds can be raised. These include—

£95,000 approved on the 6th of June, 1946, and

£25,000 for loans to cane farmers approved on the 15th of April, 1947.

3. Further requests from the Agricultural Loan Societies Board have since been considered and it is recommended that additional advances up to £40,000 should be placed at the disposal of the loan banks for the following special purposes:—

£3,200 for loans to the banks, to construct fireproof vaults for the safe keeping of their cash and securities,

£26,800 for general purpose loans to the farmers,

£10,000 for farmers' housing loans.

I now seek your approval for making these further advances of £40,000 to the Agricultural Loan Societies Board until further development loan funds are available. The total advances made for agricultural credit against development loan funds will thereby be brought to £160,000.

4. Approval was given by the House for payment of the advances of £95,000 mentioned earlier in to the Agricultural Credit Revolving Fund, bringing the amount at credit of that fund to £350,000.

It is now proposed that the amount of £25,000 made available for loans to cane farmers and the further advances of £40,000 for which your approval is now sought should also be credited to the Revolving Fund. I shall therefore be glad to have your approval for the payment of the advances totalling £65,000 to the credit of the Revolving Fund, bringing the amount at credit of the Fund to £415,000. The monies in the Fund will then stand allocated as follows:—

- | | |
|---|----------|
| (i) for the promotion of general agricultural or pastoral activities—section 9 (1) (a) of the Law | £226,800 |
| (ii) for office accommodation and equipment—section 9 (1) (b) of the Law | 12,000 |
| Construction of fireproof vaults | 3,200 |
| (iii) for rehabilitation of agricultural activities after a calamity—section 9 (1) (c) of the Law | 16,500 |
| (iv) for rehabilitation of houses after a calamity—section 9 (1) (d) of the Law | 5,000 |
| (v) for construction, etc., of farmers' cottages and farm buildings—section 9 (1) (f) of the Law | 45,000 |
| (vi) for other purposes—section 9 (1) (g) of the Law— | |

Food Production	..	£71,500
Student Farmers	...	10,000
Cane Farmers	..	25,000
		<hr/>
		£415,000

5. A Resolution will be moved in the House accordingly.

King's House, Jamaica,
17th December, 1947

J. HUGGINS,
Governor

No. 67

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of the payment to Mrs. Lillian Amanda Rainford, formerly Clerk and Typist, Industrial School, and subsequently a Female Clerk, Grade III, Mental Hospital, of the sum of £250 in consideration of the medical and other expenses incurred by her in the treatment of an injury received in the performance of her duties at the Industrial School.

2. On the 11th of September, 1942, Mrs. Rainford, while on duty at the Industrial School, Stony Hill, was attacked by an inmate who inflicted an incised wound on her right forearm. As a result of the injury she was granted leave on full pay from the 12th of September, 1942, to the 17th of October, 1943. She was transferred to the post of Female Clerk Grade III, Mental Hospital, as from the 18th of October, 1943. In March, 1945, a Government Medical Board certified that Mrs. Rainford was unfit for further service and that her condition was directly attributable to the injuries received on the 11th of September, 1942. She was retired with effect from the 28th of March, 1945.

3. Mrs. Rainford certifies that she incurred expenses totalling £292 3s. 6d. as a result of her injuries.

4. The facts of Mrs. Rainford's case were examined in Executive Council and she was awarded a monthly allowance and a disability allowance at the rate of £35 13s. 3d. per annum and £35 per annum, respectively, to which she is entitled under the Pensions Law, Chapter 116.

5. It was further decided in Executive Council to examine the question of making an *ex gratia* payment to Mrs. Rainford in consideration of the appreciable expenses she had incurred as a result of her injuries. Accordingly she was again examined by a Medical Board which reported that she was permanently injured and that the prospects of a successful operation were extremely poor, inasmuch as one such operation had been unsuccessful. On re-submission of her case to Executive Council on the 15th of November, 1946, it was decided to seek the approval of the House for payment to her of a compassionate grant of £250.

6. A Resolution will be moved in the House accordingly.

King's House, Jamaica,
31st December, 1946

J. HUGGINS,
Governor

No. 69

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR
TO
THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to the question of expenditure arising from the establishment of a West Indian University College in Jamaica.

2. It will be recalled that the House has already agreed (by resolution passed on the 18th of October, 1945), that Jamaica should meet its appropriate share of the annual recurrent expenditure of the University, and it is now necessary to provide funds to cover recurrent expenditure up to the end of 1947, which it is estimated, will amount to about £27,000. It is proposed that for this initial period the amount required should be shared amongst the seven contributing Governments on a population basis and it is therefore recommended that the Jamaica Government should agree to contribute £12,150 as its contribution to recurrent expenditure up to the end of 1947.

3. It is further proposed that the arrangement should be regarded as a purely temporary measure and that this first contribution should be made on the understanding that the method of sharing the recurrent costs amongst the West Indian territories concerned after the end of 1947 is reserved for subsequent discussion with all concerned.

A resolution will be moved accordingly.

H. HUGGINS,
Governor

King's House, Jamaica,
6th January, 1947

No. 70

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR
TO
THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to inform you that amongst other measures considered to facilitate the establishment of the West Indian University College, the Jamaica Government has been anxious to provide suitable accommodation for use by the Principal Designate as a residence and office, pending the construction of the permanent University buildings. The aim has been to find a house in which Dr. Taylor will be able to receive those concerned with the University, particularly those from other West Indian territories, and in which it will also be possible for temporary office accommodation to be provided for advisers, architects and members of the University staff on first appointment.

2. It has not been possible to rent a house suitable for these objects but an offer has been made to sell a suitable house to the Government at a price of £7,000, together with transfer expenses. Full details regarding the house can, if the House so wishes, be provided by the Minister for Education. The building which is situated in St. Andrew in $3\frac{1}{2}$ acres of land, is in excellent repair, is considered well suited for the purpose proposed, and can be made available for occupation within two months.

3. It is proposed that the house should be leased on a yearly basis by the Government to the University authorities at a rental and on terms to be fixed later.

4. With the approval of the Executive Council I recommend that the House should approve expenditure of £7,000, together with transfer expenses, for the purchase of the house and thus give further evidence of the anxiety of the Government and people of Jamaica to give all possible assistance towards the early establishment of the new University.

A Resolution will be moved accordingly.

J. HUGGINS,
Governor

King's House, Jamaica,
6th January, 1947

No. 72

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

To

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to my Message No. 40 of the 18th of October, 1945, proposing that an issue of Treasury Bills be authorised under the provisions of the Local Treasury Bills Law (Chapter 236) to finance certain self-liquidating semi-commercial operations of Government. In pursuance of this Message, a Treasury Bills issue of £1,000,000 was authorised by Resolution of the House, dated the 24th of October, 1945.

2. I now find it necessary to inform the House that owing to substantial purchases of foreign foodstuffs which have been made during recent months, the funds required by the Commissioner of Commerce and Industries have exceeded the limit of £1,000,000 authorised by the House. This excess has been met temporarily by advances from the Treasurer's general cash balance but the release of the foodstuffs has necessarily to be carried out gradually and the condition of excess demand on the Treasury Bills issues is proving more protracted than was expected. The table below shows the amounts by which the trading requirements of the Commissioner of Commerce and Industries have exceeded the authorised limit of Bills.

Month		Limit of Bills	Total Advances
September	..	£1,000,000	£1,329,860
October	..	£1,000,000	£1,190,060
November	..	£1,000,000	£1,344,960

3. I therefore recommend that an increase of £250,000 in the authorised limit of the Treasury Bills issue may be approved by the House, and a resolution to that effect will be moved in due course.

J. HUGGINS,
Governor

King's House, Jamaica,
24th January, 1947

No 73

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to inform you that as a result of representations made by the Parochial Board of St. Elizabeth the Governor in Executive Council on the 24th of January, 1947, in exercise of the powers conferred by Section 4(1) of the Rent Restriction Law, 1944, Law 17 of 1944, made the Rent Restriction (Black River) Order, 1947, a copy of which is attached, extending the provisions of the Law to the town of Black River.

2. In accordance with the provisions of section 4 of the Law such Orders require to be approved by Resolution of the Legislative Council and House of Representatives and a Resolution seeking approval of the Order by the House of Representatives will accordingly be moved by the Minister for Social Services.

3. The extension of the provisions of the Law to the town of Black River will necessitate supplementary expenditure under Head 33 Part I Sub-Head 51 to enable a Rent Assessment Board to function and approval will be sought for supplementary expenditure of £50 to the 31st of March 1947, for this purpose.

J. HUGGINS,
Governor

King's House, Jamaica,
31st January, 1947.

No. 74

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of the building of teachers' cottages for which purpose a free grant of £50,000 has been made from Colonial Development and Welfare funds. This grant was made on the understanding that the cost in respect of each teacher would not exceed £300.

2. So far nine cottages, to accommodate twenty teachers, have been built under this scheme but, owing to increased costs of materials and increased rates of wages paid to labour, it has not been possible to keep within the estimate of £300 for each teacher. The total cost of the completed cottages is £7,265 or £363 5s. 0d. per teacher and it is now proposed, with the agreement of the Secretary of State for the Colonies, that the sum of £1,265 (representing the excess of £63 5s. 0d. per teacher in respect of the nine cottages already built) should be met from Jamaica funds, the remaining £6,000 being recovered from Colonial Development and Welfare funds under the approved scheme. No excess in the expenditure approved in the estimates for 1945-46 and 1946-47 will result.

3. The question of the type and cost of teachers' cottages to be constructed in future is under consideration with the Comptroller for Development and Welfare in the West Indies with the object of proceeding with further building of cottages under the scheme as soon as possible.

J. HUGGINS,
Governor

King's House, Jamaica,
31st January, 1947

No. 75

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives.

I have the honour to address you on the subject of an application from the Board of the Wolmer's Trustees for a loan of £5,000 to purchase and repair the Cavaliers premises for use by Wolmer's School.

2. On the 18th of June, 1945, Executive Council approved the proposal that the Kingston and St. Andrew Corporation should sell the Cavaliers premises to the Wolmer's Trustees at a cost not exceeding £3,500 on condition that the premises would always be retained for the use of Wolmer's School. Subsequently, however, the Corporation raised the price of the premises to £4,200 because it was not possible to secure at a lesser figure a suitable residence for the Town Clerk in exchange for the Cavaliers premises, and it is estimated that the sum which the Board now needs in order to acquire and repair the premises is £5,000.

3. The Executive Council on the 23rd of December, 1946, decided that the authority of the House of Representatives should be sought for a loan of £5,000 from the General Purposes Loan to the Wolmer's Trust for the purpose mentioned. Funds are available from an amount of £35,055 previously allocated to the Chatham Swamp and Airfield but no longer required for that purpose (the Secretary of State having approved a grant of that amount towards the cost of Swamp Reclamation). The following are the terms of the Loan recommended:—

Interest —3% per annum.

Repayment—20 years by Sinking Fund Contribution.

Security —The Board is willing to have interest and repayment charged upon the perpetual annuity of £1,044 which Government pays to the Board of Trustees.

4. A Resolution will accordingly be moved by the Minister for Finance and General Purposes, seeking the authority of the House for the provision of £5,000 during the current financial year as a loan to the Wolmer's Trustees allocated from the General Purposes Loan, Law 1 of 1946.

J. HUGGINS,
Governor.

King's House, Jamaica,
6th February, 1947.

No. 76

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of the advances from the Treasury which, with the concurrence of the Executive Council, I have authorised from time to time in order that the Central Housing Authority might proceed with schemes under the Housing Programme which is being carried out with assistance from Colonial Development and Welfare funds.

2. As Members are aware, the Secretary of State for the Colonies has approved of assistance to Jamaica for Housing Schemes on the principle that one-third of the expenditure on such schemes, up to an agreed limit, should be recoverable from Colonial Development and Welfare funds. A free grant of £100,000 was approved under Development and Welfare Scheme D 527 on the condition that £200,000 should be raised by loan to meet the Colony's share of the expenditure. This was accepted and the Central Housing Authority embarked upon an initial programme of £300,000.

3. Under the General Purposes Loan Law, Law 1 of 1946, which was passed in January, 1946, authority was given to raise £100,000, the estimated amount of this Colony's share of expenditure under the programme up to the end of March, 1946, but the loan was not in fact issued until December, 1946.

4. In order to avoid delay in carrying out the schemes it was necessary to make advances to the Central Housing Authority until the loan funds became available and until recovery could be effected from Colonial Development and Welfare funds in respect of the Imperial Government's share of the expenditure.

Recovery has been effected periodically from United Kingdom funds, but the programme has now advanced beyond amounts which can be covered by the first loan of £100,000 and it is necessary that advances should be continued pending the raising of the second £100,000, which will be provided for in the first loan under the Ten-Year Plan of Development.

5. The attached schedule sets out the schemes in respect of which expenditure has been separately approved to date and the advances authorised on these schemes, and indicates where such advances have already received the approval of the House.

I shall be glad to have your approval of the advances which have been made to date, and your authority to make such further advances to the Housing Fund as may be required to meet this Colony's share of expenditure on the programme until the necessary loan funds have been raised, provided that the total of advances made and to be made for this purpose does not exceed £200,000.

6. A Resolution to that effect will be moved by the Minister for Social Welfare Services in due course.

J. HUGGINS,
Governor.

King's House, Jamaica,
22nd February, 1947.

No. 77

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the question of Government assistance towards the development of the tourist trade and, in particular, towards the advertising campaign which the Tourist Trade Development Board is anxious to start at once.

2. You are aware that the experience gained since the end of the war, and specially during the last few months, has provided ample evidence of the increasing opportunities for expansion of the tourist industry. In the main winter tourist season the limiting factor is at present the shortage of hotel accommodation, but there are already indications that greater advantage of the special assistance provided under the Hotels Aid Law will soon be taken and that additional accommodation will be available in future years. Meanwhile, the Tourist Trade Development Board has urged that a campaign advertising the attractions of Jamaica as a holiday resort should be started now in order that the appeal which Jamaica makes should be more widely appreciated, and particularly to encourage visitors to visit the Island during those months which have so far been regarded as outside the normal tourist season.

3. When the question of assistance to the tourist industry was considered in connection with the Ten-Year Plan it was proposed to include provision of £150,000 to be expended over a period of five years provided private enterprise contributed each year an amount of two-thirds of the annual Government subvention, and representatives of the tourist industry were so informed. It is accordingly proposed to include in the draft estimate for 1947-48 an amount of £30,000 as Government's contribution towards the advertising campaign during that financial year, to be expended as and when the contribution from the tourist industry is collected.

4. The Tourist Trade Development Board has already collected an amount just over £5,000 towards its first annual contribution, and as the Board considers it important to begin the campaign without delay, I recommend that an advance of £7,500 should now be made from Government funds (to cover Government's contribution on the agreed ratio of three to two) so that an immediate start may be made. The proposed advance would be recovered during 1947-48 from the provision to be made in that year for assistance to the tourist trade.

5. A Resolution seeking the approval of the House for the advance proposed will be moved in due course.

J. HUGGINS,
Governor.

King's House, Jamaica,
28th February, 1947.

No. 79.

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of the public passenger transport services in the Corporate Area of Kingston and St. Andrew.

2 It will be remembered that in September, 1944, the former Legislative Council rejected proposals that a statutory body should be established to provide, operate and control a public passenger transport service in the Corporate Area. The Legislative Council at the same time passed a resolution that the Government should give favourable consideration to proposals put forward by Jamaica Utilities, Limited, and protracted negotiations have since taken place between the Government and that Company as a result of which provisional agreement has now been reached on the conditions under which the Company would be prepared to operate the public passenger transport service in the Corporate Area of Kingston and St. Andrew.

3. A Bill will shortly be introduced providing for the grant of an exclusive franchise to Jamaica Utilities, Limited, and you will, at the same time, be invited to agree with the terms of the Licence which it is proposed to grant to that Company, copies of which have already been sent to Members.

J. HUGGINS,
Governor.

King's House, Jamaica,
3rd March, 1947.

No. 80

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to recommend that the approval of the House should be given for the payment of a compassionate gratuity of £350 to Mr. Oliver Percival Martin, formerly Supervisor (Male) Grade I, in the Education Department, in respect of his previous service as an Agricultural Instructor with the Jamaica Agricultural Society.

2. Mr. Martin had service as follows:—

- (a) from 30. 4.06 to 31. 3.20—Elementary School Teacher;
- (b) from 1. 4.20 to 31.10.35—Agricultural Instructor, Jamaica Agricultural Society;
- (c) from 1.11.35 to 30. 9.46—Education Department.

The facts of Mr. Martin's case were examined in Executive Council on the 3rd of January, 1947, and he was granted:—

- (i) in respect of period (a), a pension at the rate of £15 1s. 1d. per annum with effect from the 1st of October, 1946, in accordance with the provisions of the Pensions (Elementary School Teachers) Law, Chapter 157; and
- (ii) in respect of period (c), a pension at the rate of £113 14s. 4d. per annum with effect from the 1st of October, 1946, in accordance with the provisions of the Pensions Law, Chapter 116.

It was also decided to seek the approval of the House of Representatives to grant Mr. Martin a compassionate gratuity in respect of period (b).

3. Mr. Martin's service with the Jamaica Agricultural Society having ceased prior to the coming into operation of the Jamaica Agricultural Society Provident Fund, he is not eligible for any payment therefrom. It is recognised, however, that former employees of the Jamaica Agricultural Society who had over 10 years' service have a good claim to compassionate treatment. In accordance, therefore with the action taken in previous similar cases, it is considered that Mr. Martin should be granted a gratuity of £350 in respect of his service from the 1st of April, 1920, to the 31st of October, 1935, with the Society. This amount represents approximately the amount Mr. Martin would have received from the Jamaica Agricultural Society as its contribution to his retiring benefits had a Provident Fund been in operation from the date of his appointment thereto.

4. A Resolution will be moved in the House to give effect to this recommendation.

J. HUGGINS,
Governor.

King's House, Jamaica,
6th March, 1947.

No. 82

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to recommend that the approval of the House should be given for the payment of a compassionate allowance at the rate of £1 18s. 3d. a year for life, with effect from the 7th of November, 1946, or alternatively a compassionate gratuity of £9 11s. 4d. to Mr. Hubert Gideon Lawe, formerly a Station Master, Grade II in the employ of the Jamaica Government Railway.

2. Mr. Lawe, was retired from the Railway on the ground of re-organisation of service with effect from the 7th of November, 1946, while holding the post of Station Master Grade II (£208 x 13-£260 per annum, plus House Allowance), to which he was appointed with effect from the 1st of July, 1946. Prior to that date (as from the 8th of May, 1943) he held the post of Goods Clerk, Grade I, (£221 x £19 10/- £260, without House Allowance).

3. In accordance with Regulation 8 of the Schedule to the Pensions Law, Chapter 116, which is applicable to Railway Employees, by virtue of section 52 of the Jamaica Government Railway Law, Chapter 111, Mr. Lawe is eligible for a monthly allowance at the rate of £69 6s. 4d. per annum with effect from the 7th of November, 1946, or alternatively, a capital sum of £346 11s. 7d., calculated on the basis of his average annual (pensionable) emoluments (£253 0s. 4d.) during the three years immediately preceding his retirement, since he held, consecutively, more than one permanent office (Goods Clerk, Grade I, and Station Master, Grade II) during this period.

4. It is observed, however, that Mr. Lawe's promotion has adversely affected the retiring benefits payable to him under the Pensions Law which, unlike modern pension legislation, contains no provision to meet such cases. The post of Goods Clerk, Grade I, from which Mr. Lawe was promoted to the post of Station Master, Grade II, was in the salary scale of £221 x £19 10/- £260 per annum and had he not been promoted to the latter post he would have been eligible to receive the maximum emoluments of £260 per annum of the former post with effect from the 7th of November, 1946, and would be entitled to have his pension calculated on that rate of salary since he would have held the post for more than three years. The monthly allowance or capital sum payable in those circumstances would have been £71 4s. 7d. per annum and £356 2s. 11d. respectively.

5. It is considered that Mr. Lawe would have ground for dissatisfaction if he were awarded retiring benefits based on his average annual salary during the three years preceding his retirement, since an officer's promotion should not result in his receiving less retiring benefits than he would otherwise have been granted.

6. The facts of Mr. Lawe's case were examined in Executive Council, and it was decided to grant him a monthly allowance at the rate of £69 6s. 4d. per annum, with effect from the 7th of November, 1946, or alternatively, a capital sum of £346 11s. 7d. in accordance with Regulation 8 of the Schedule to the Pensions Law, Chapter 116; and to seek your approval for the payment to him of a compassionate allowance of £1 18s. 3d. per annum with effect from the 7th of November, 1946, or alternatively a compassionate gratuity of £9 11s. 4d., to bring his total retiring benefits up to an allowance at the rate of £71 4s. 7d. per annum or alternatively a capital sum of £356 2s. 11d., the benefits to which it is considered that he is morally entitled.

7. A Resolution will be moved in the House to give effect to this recommendation.

J. HUGGINS,
Governor.

King's House, Jamaica,
28th March, 1947.

No. 83

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR
TO
THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to you a proposal made by the Kingston and St. Andrew Corporation that the Corporation should be authorised to incur from its own funds the necessary expenditure to make it possible to increase the number of Special District Constables engaged by the Corporation from nineteen to twenty-eight in order to enable it to exercise a better control over the public markets of the Corporate Area.

2. The Corporation has strongly represented that existing arrangements for maintaining order and cleanliness in the public markets and for suppressing illicit marketing in the Corporate Area are inadequate, and has urged that approval should be given for additional expenditure from municipal funds at the rate of £1,244 a year to cover the wages of nine additional Special District Constables to be engaged for these purposes.

3. The sanction of the House of Representatives for such additional expenditure is required and with the approval of the Executive Council I recommend that the request of the Corporation should be accepted.

4. A Resolution will be moved in the House accordingly.

J. HUGGINS,
Governor.

King's House, Jamaica,
31st March, 1947.

No. 84

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of the redemption of the Canada-West Indies Hotels Company's Debentures and to submit for your consideration a proposal to raise a loan from the Bank of Nova Scotia, Kingston, for the purpose of redeeming these Debentures.

2. The debentures were issued by the Canada-West Indies Hotels Company Limited, a Company incorporated in Canada, to raise funds for the establishment of an hotel at Constant Spring. The capital sum raised was £55,000 in thirty-year guaranteed debentures—£40,000 issued on the 1st June, 1928, and £15,000 on the 1st May, 1931. Under authority of Chapters 221 and 222 respectively Government guaranteed the payment of the principal and interest on these debentures, and in consideration for this guarantee the Company executed a mortgage in favour of the Government on the Constant Spring Hotel lands and buildings.

3. The terms of issue provided for repayment of the debentures in "gold coin of the United Kingdom of Great Britain of or equal to the present standard of weight and fineness", or in sterling "sufficient to purchase the said amount of gold coin". Interest is also payable in gold coin or the sterling equivalent, and the option to redeem the debentures at any interest date before maturity is subject to payment of a premium of 2% on the capital value, also in gold coin or the sterling equivalent.

These stipulations were deliberately inserted to protect the bondholders against currency fluctuations of the kind which had appeared during the 1920s and culminated in Britain's leaving the gold standard in 1931.

4. Eventually the Company failed and Government was obliged to meet the payments in respect of interest on the debentures and to make provision for their redemption at maturity. Government therefore foreclosed on the security, and the Constant Spring Hotel was sold some years later for £40,000 plus the value of the Saint Aloysius Elementary School premises in Kingston. The net proceeds of the sale of the Hotel, after deducting certain losses involved in its operation prior to sale, were taken to General Revenue.

5. Unfortunately, there has been a continuous rise in the value of gold in relation to sterling, with the result that at the present time it costs £2 0s. 3d. to pay every £ of interest due to the debenture holders. In effect, the debentures now earn interest at a rate exceeding 10% per annum.

The question of redeeming these debentures and saving this high interest charge has therefore been under active consideration from time to time.

6. It is estimated that after deducting the sinking funds which will have accumulated by the 1st May and 1st June this year, the amount required to redeem the debentures would be £70,000 arrived at as under:—

Capital debt (£55,000 at £2 0s. 3d. per Gold Sovereign)	£110,688
Premium 2% (£1,100 at £2 0s. 3d. per Gold Sovereign)	2,214

TOTAL

£112,902

<i>Less estimated value of Sinking Fund accumulated at</i> 30th June, 1947	.. .. .	£43,438
Amount required	..	£69,464
(Say)	..	£70,000

With the advice of the Executive Council, I decided to approach the Bank of Nova Scotia with a view to securing a ten-year loan of £70,000 to meet this repayment. The Bank has agreed to make the necessary loan to Government with interest at $2\frac{1}{4}\%$ per annum and repayable in ten equal annual instalments, the first payment to be made within one year of the date on which the loan is taken.

7. The total cost of financing this loan will be approximately £80,000, £8,925 in the first year, diminishing gradually to £7,193 in the tenth year.

The present debt charge on the debentures involves annual expenditure from General Revenue of £8,233. Not less than £97,000 will therefore be required to continue financing the debentures until they mature in 11 and 14 years' time. The proposed redemption will therefore save Government £17,000. I recommend that it be carried out in the course of the ensuing financial year. No additional provision will be needed on the vote for the year.

8. A resolution will be moved in due course seeking your approval of the proposal to raise this loan of £70,000 and proceed with the redemption of the debentures.

J. HUGGINS,
Governor

King's House, Jamaica,
2nd April, 1947

No. 85

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of credit facilities for cane farmers. In the proposed Development Loan Programme for 1947-48, which will shortly be referred to the House, provision exists for agricultural credit including an amount for loans to cane farmers but it has been represented that in order to meet planting requirements, action should be taken to provide additional credit facilities for cane farmers before the First Development Loan is raised. I, therefore, recommend that the House should approve an advance of £25,000 against the provision for agricultural credit to be included in the Schedule to the First Development Loan so that cane farmers may be enabled to take advantage of the facilities as soon as possible.

2. The method of issuing loans to cane farmers and the terms on which the loans will be made are under separate consideration.

3. A Resolution seeking approval of the House for the advance proposed will be moved at the first opportunity.

J. HUGGINS,
Governor

King's House, Jamaica,
15th April, 1947

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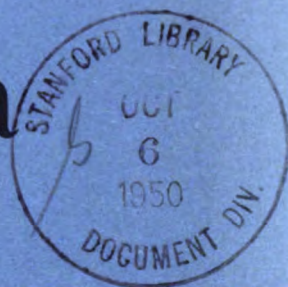
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COLONIAL OFFICE

ANNUAL REPORT ON JAMAICA

FOR THE YEAR

1948



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Cover Illustration: Loading Bananas for Shipment

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ANNUAL REPORT ON JAMAICA

FOR THE YEAR 1948

PART 1

GENERAL

In many respects the year was a difficult one. The cost of living continued to rise, the index, taking 100 as representing the 1939 level; standing at 251.8 in December as opposed to 207.2 in January and unemployment remained at a high level; there are no precise statistics on the incidence of unemployment (for one thing, it is impossible to distinguish between those regularly out of work and those who secure casual employment from time to time) but on such observations as are possible it is estimated that between fifty and sixty thousand men are normally without occupation. A feature of the unemployment situation has been that numbers of workers have gone to the United Kingdom in search of jobs by the occasional troop ships which have offered passages at cheaper rates than usual.

Progress on the Ten-Year Plan of Development was handicapped by the disappointing local response to the Development Loan, the first two instalments of which were badly under-subscribed, and as a result it has not been possible to proceed with several works which had been contemplated. It is hoped, however, in 1949 to float a loan on the London market in order to retire the considerable advances made from surplus balances, without which much of the work of the Plan would have been brought to a standstill, and to provide the further funds required. The work done during 1948 brought the total amount already spent on the Plan to approximately £3,000,000,

Close currency control was again exercised and the dollar deficit was reduced, to \$20,600,000, by approximately \$19,000,000 from the previous year's figure; the decline in the number of agricultural workers employed in the U.S.A., which did not exceed 4,000 during the year, has lessened considerably the once profitable dollar earnings from this source, but it is estimated that the tourist trade earned about \$10,000,000. The price of both imports and exports continued to rise and although the volume of the latter increased considerably, especially sugar and citrus, the adverse balance of trade was only about £500,000 less than in 1947, remaining at more than £8,000,000. It should be noted, however, that large quantities of capital equipment, urgently needed for development works by Government and industry, were imported during the year.

It is pleasant to be able to record that on the whole the volume of agricultural production increased considerably. The Agricultural Department has actively assisted the farmers and the demands for its help and advice have grown steadily; with the co-operation of progressive land-holders it has carried out many useful experiments on private property as well as on its own stations. Particular attention has been paid to the livestock industry and it is especially satisfactory that milk production has risen from just over 5,000,000 quarts in 1944 to nearly 9,000,000 quarts and that a large part of this expansion has been due to the efforts of those who farm small areas of land. So far as the major export crops are concerned, the banana industry has received invaluable encouragement by the decision of the Ministry of Food to accept the Lacatan variety on equal terms with the better-known Gros Michel and it is anticipated that the exportable surplus, which is now a little over 6,000,000 stems, will reach the figure of 13,000,000 stems by 1952; the Ministry have agreed to purchase until that year all bananas fit for export at a price to be negotiated annually. Sugar production too has expanded a great deal, rising to 193,000 tons (two new factories have now been completed), and in 1949 it will be 237,743.9 tons, while over 20,000,000 lbs. of citrus pulp were exported, more than twice the amount of the previous year.

Further progress was made in land settlement, 13 properties, with a total area of nearly 20,000 acres, being acquired for this purpose. There is no doubt that the increased production of food crops and of small stock is due in large measure to the opportunities which have been given to the peasant cultivators to own their land, and it is to be hoped that the recent decision to extend the period over which the land must be paid for from 10 to 25 years, will encourage settlers to give of their best and to take full advantage of the chance offered them. During the year legislation was enacted to enable the purchase of properties for land settlement by means of Land Bonds, with the consent of the vendor, but naturally it is not desired to use this method of purchase if funds can be secured by other means, since ordinary loan issues will involve a lower rate of interest and reduce the price which the settler will be required to pay.

The Government continued its policy of encouraging the development of industry by granting substantial Import Duty and Income Tax concessions to industrialists wishing to establish factories in Jamaica. Legislation has been enacted to provide for these concessions in the cement and motion picture industries, and the preparation of a comprehensive law, which has since been passed, was undertaken to permit of similar arrangements in the case of all projects approved for this purpose. The gypsum factory has now gone into production and there are high hopes that this product will to a large extent revolutionise the building industry in Jamaica by reducing considerably the cost and time now spent in construction and that it will secure a useful export market.

Work on the textile factory has proceeded apace.

Water supplies still retained their place of prominence in Government development plans. During the year a new programme listing in order of priority the major water works to be undertaken in the next five years was approved by the House of Representatives. This programme will require expenditure of the order of £1,300,000.

The year also saw an increase in the rate at which Development and Welfare grants were approved for major water works. Not less than nine such grants were approved between January and December, 1948,

in addition to a further grant for 25 rain water tanks and another for sundry minor rural water supplies. Unfortunately, owing to shortages of staff and vital machinery, actual installation did not keep pace with the approval of the schemes; and only one of the major schemes approved was completed at the year's end. Work was continued on the other schemes however, and also on the rain water tanks and the minor water supplies.

For most of the year the machinery for the administration of housing projects was under review as the result of recommendations made by the Building Research Adviser to the Development and Welfare Organisation in the West Indies. The actual work of building houses therefore did not make as much progress as it did in the previous years. Such building as was done was largely confined to Western Kingston where the building up of the Trench Town area with tenements and cottages to relieve surrounding slum conditions is proceeding apace. In the rural areas additional new houses were put up for ex-servicemen, certain housing schemes commenced in the previous year were continued or completed, and preparations were made for commencing work on a few new schemes.

In the field of education the most important event of the year was the opening in temporary buildings of the Medical School of the University College of the West Indies, whose Charter has now been granted and whose Chancellor, Her Royal Highness Princess Alice, Duchess of Athlone, has been appointed. Thirty-three men and women, 16 of whom are Jamaicans, have begun the first year Medical Course and during 1949 the Science Faculty will admit its first students. The appointment of Mr. Philip Sherlock, the Director of Extra Mural Studies, as Vice-Principal of the College has given great satisfaction in Jamaica.

It will be appropriate to record here that over the past few years very considerable efforts have been made to afford young Jamaicans opportunities of higher training that they may be better fitted for responsible posts in the Civil Service and in the professions. The funds for these courses have been provided from three main sources—the local Government, the Colonial Development and Welfare Act and under the Colonial Office Scheme for the training of ex-servicemen. Apart from those who have been awarded one or other of the scholarships that have been available for some time, i.e., the Jamaica, the Centenary, the Issa, the Agricultural and £80 scholarships, during 1948 there were 40 persons undergoing courses of training made possible by Colonial Development and Welfare funds, 12 of whom were medical students. There were also ten, five of whom were Primary School Teachers, who had been sent abroad for training from Jamaica Government funds, while a number, not readily ascertainable but certainly amounting to several hundreds, were receiving advanced courses, in medicine, law, engineering, etc. as well as in trades, under the Colonial Office Ex-Servicemen's scheme. The Government has granted generous study leave on pay to permit serving officers to acquire further qualifications and more than 50 persons were on leave for this purpose during the year.

In Social Services the most significant development was the passing of the Juveniles Law, which provides comprehensively for the care and protection of young persons and the trial and treatment of young delinquents. The Law has not yet come into effect, but the necessary preparation for the establishment of the Authority for the care and protection of children, of Juvenile Courts and Remand Homes are proceeding.

During the year most of the Committees arising from the Montego Bay Conference on the Closer Association of the British West Indies began work. The most important of these is, of course, the Standing Closer Association Committee, charged with the duty of making recommendations on the political, administrative and financial measures necessary to bring about some form of closer union of these territories. Jamaica's two representatives on this committee are Mr. Douglas Judah a member of the Legislative Council who was also a delegate to the Montego Bay Conference, and Mr. Clinton Hart, Clerk to the Houses, who were selected by the Legislative Council and the House of Representatives, respectively, and who attended the first meeting of the Committee held in November; Major-General Sir Hubert Rance, the Chairman of the Committee, visited the island in August. Other representatives took part in the work of the other Committees.

There was a marked improvement in industrial relations and the Labour Department did good work in assisting at negotiations between employers and Trade Unions in a number of instances. The only serious industrial dispute occurred in March when employees of the Public Transport Company in Kingston and St. Andrew went on strike and there was a good deal of attendant disorder. For the first time since 1938 there was no strike among the workers on the sugar estates.

PART II

CHAPTER 1—POPULATION

The last census of population in Jamaica was taken in 1943 when the population was found to be 1,237,063. At the end of 1948 the estimated population was 1,362,101. The increase during the year 1948 was 21,709 or 16.2 per 1,000. Over the period from 1933-1947 the average annual rate of increase was 16.43 per 1,000.

Natural increase (*i.e.*, the excess of births over deaths) and increase by migration (*i.e.*, excess of recorded arrivals over recorded departures) have added to the population during the last three years as follows:—

	Natural Increase	Increase by migration	Total Increase
1946	22,646	2,337	24,983
1947 (revised)	24,497	1,840	26,337
1948 (provisional)	23,844	2,135	25,979

BIRTHS

The total number of births registered in 1948 was 41,741 or 30.92 per 1,000 of population; twice only have lower birth rates been recorded namely in 1945 and 1946. The proportion of illegitimate births was 68 per cent., which was slightly below 1947, although still above 1946, the lowest in recent years:

	Birth rate per 1,000	Illegitimate births per 100 total births
1941-45 average	31.76	69.52
1946	30.76	67.71
1947 (revised)	32.60	68.62
1948 (provisional)	30.92	68.00

DEATHS

The total number of deaths registered in 1948 was 17,897 of which 3,611 were of infants under one year of age. The death rate was 13.26 per 1,000 of population and the infant mortality rate was 86.5 per 1,000 live births; both of these rates were the lowest ever recorded:

	Death rate per 1,000 population	Infant Mortality per 1,000 live births
1941-45 average	14.54	99.3
1946	13.30	89.5
1947 (revised)	14.4	92.2
1948 (provisional)	13.26	86.5

Comparative life tables prepared on the basis of deaths in 1942 and 1943 show an expectancy of life at birth of 51.7 years for males and 54.5 years for females—an increase of approximately 15 years over the life expectancy in 1921.

MARRIAGES

The number of marriages registered in 1947 was 5,541 (provisional) with 6,023 (revised) in 1947 and 7,552 in 1948 (the highest in recent years.)

CHAPTER 2—OCCUPATION, WAGES, LABOUR ORGANIZATION

OCCUPATIONS

The industrial development of the Colony continues apace. Agriculture remains the mainstay of the domestic economy engaging, as it does nearly 44% of the gainfully occupied labour force, but growing attention is being paid to the expansion of secondary industries. Foreign capital continues to enter the island for development purposes and is being directed to several branches of local industry. Productive results have been slow however, as postwar conditions have hampered to some extent the free course of enterprise.

Available statistics disclose that ninety five companies, forty-five of which were factories, were registered during the year under review; although approximately 25% of this total represents re-registration under new names of a number of establishments, the net increase in industrial units and the varied fields now being surveyed for purposes of development are indicative of the widespread interest displayed by capital both local and overseas.

The north coast of the island has been receiving considerable attention as a tourist resort and expansion has been rapid though costly. The effect on the occupational structure of the colony has been made noticeable by a marked increase in construction and service occupations as well as in the number of transport operatives. In addition, the measurable increase in the production of minor local industries catering for tourists' consumer goods indicates a rise in the labour force engaged in pottery, needlework, basketry, the manufacture of reedware and souvenir woodwork.

The Colony's major problem of under-employment continues to engage the attention of Government and the larger employing interests. The rate of industrial development lags behind population increase and the standard of living of a large proportion of the working class and the peasantry has fallen considerably since the early post-war boom.

The following table shows the present estimate of the distribution of gainfully occupied persons based on the pattern of the Population Census of 1943.

Distribution of the gainfully occupied

Estimated population 1,357,000 in 1948

Total gainfully occupied 552,600.

Distribution: 242,300 were engaged in Agriculture.

1,400 in public utilities (gas, light, power and water).

64,700 in manufacture.

37,300 in construction.

12,500 in transportation and communication.

43,200 in trade, commerce and finance.

112,100 in service industries, personal, professional, public and domestic.

39,000 in minor industries.

Unemployment and Relief:—

Consequent on an increase in unemployment as ascertained by a labour survey in 1939, it was decided to institute special works for the relief of unemployment in those parts of the Island where the urgency appeared greatest. The funds for the maintenance of the various relief projects were provided partly by the Jamaica Government and partly by Imperial Grant and a Standing Committee on Relief Works was appointed in 1940 to act as an Advisory Committee to Government in the matter of administering the funds. The number of persons employed on relief projects continued to increase until 1943, when the monthly average of relief workers employed throughout the Colony was 11,330. Thereafter, a general improvement in the employment situation due largely to recruitment of numbers of Jamaicans for employment overseas led to a decline in relief employment. The standing Committee on Relief Works was dissolved in 1945. Some measure of unemployment relief was, however, still necessary and funds were approved by the Executive Council from time to time to alleviate the situation. To this end the sum of approximately £118,875 was expended during the financial year 1947-48 as compared to an expenditure of approximately £118,834 during the financial year 1945-46. It is estimated that approximately £126,000 will be spent on similar projects during the financial year 1948-49.

During the year 1948, the Sugar Industry provided work for 42,700 workers during the crop season as against 35,962 in 1947 and the expansion of secondary industries continued to contribute to an increase in the employment roll of registered factories which employed over 20,400 workers in 1948 as against 19,600 in 1947.

However, the need for unemployment relief in the parishes of the Island became more urgent than in previous years and the Government accordingly provided grants amounting to approximately £205,380 during the year 1948. 45,714 persons were employed on various projects financed from this grant.

Parish	Grant Approved	No. of persons Employed
	£	
St. Thomas	15,396	3,678
Portland	26,505	2,039
St. Mary	15,640	1,694
St. Ann	14,500	5,598
Trelawny	19,420	6,400
St. James	21,005	7,049
Hanover	6,465	3,700
Westmoreland	13,750	1,487
St. Elizabeth	9,095	1,706
Manchester	14,928	1,839
Clarendon	23,120	8,950
St. Catherine	25,553	1,574
	<u>£205,377</u>	<u>45,714</u>

It must be noted that some projects, expenditure for which is included in the allocations above, have not yet been started.

The Table below sets out the Wage Rates, hours worked and number of workers in the principal industries, 1948.

Occupation	Rate of Pay	Average hours worked	Total No. of workers in Industry
AGRICULTURE			
Sugar Cane Cutters ..	(Basic) 1/6 to 1/10 per ton	5-10 hrs. per day	9,950
Farm Labourers ..	Male min. 5/3 to 6/- p.w. Female 3/9 to 4/6 p.w. }	8-9 hrs. p.d.	98,730
PUBLIC UTILITIES			
Electricity:			
(1) Electricians and Servicemen ..	86/- per wk.	48 hrs. p.wk.	600
(2) Linemen ..	60/4 per wk.	48 hrs. p.wk.	
(3) Labourers ..	36/11 per wk.	48 hrs. p.wk.	
WATER			
(1) Operators * ..	35/- to 90/- p.wk.	48 hrs. p.wk.	620
(2) Plumbers * ..	30/- to 80/- p.wk.	48 hrs. p.wk.	
(3) Watermen * ..	25/6 to 35/- p.wk.	48 hrs. p.wk.	
MANUFACTURING			
(1) Vegetable products ..	Male 48/7 p.wk. Female 33/5 p.wk.	45 hrs. p.wk. 44 hrs. p.wk.	8,700
(2) Leather ..	Male 49/4 p. wk. Female 37/3 p.wk.	49 hrs. p.wk. 52 hrs. p.wk.	
(3) Textile ..	Male 39/11 p.wk. Female 32/6 p.wk.	43 hrs. p.wk. 44 hrs. p.wk.	5,520
(4) Wood and Paper products ..	Male 52/11 p.wk. Female 38/8 p.wk..	45 hrs. p.wk. 44 hrs. p.wk.	
(5) Iron products ..	Male 57/10 p.wk.	46.5 hrs. p.wk.	3,400
(6) Chemical prods. ..	Male 58/6 p.wk. Female 32/5 p.wk.	48.5 hrs. p.wk. 49 hrs. p.wk.	650
(7) Miscellaneous ..	Male 49/5 p.wk.	50 hrs. p.wk.	
CONSTRUCTION			
(1) Carpenters * ..	40/- to 80/- p.wk.	48 hrs. p.wk.	1,870
(2) Plumbers * ..	40/- to 80/- p.wk.	48 hrs. p.wk.	300
(3) Masons * ..	40/- to 80/- p.wk.	48 hrs. p.wk.	2,170
(4) Painters * ..	40/- to 80/- p.wk.	48 hrs. p.wk.	910
(5) Road labourers * ..	Male 27/- to 35/- p.wk. Female 18/- to 24/- p.wk.	48 hrs. p.wk. 48 hrs. p.wk.	9,340
TRANSPORTATION AND COMMUNICATION			
(1) Bus operators ..	64/7 p.wk.	60 hrs. p.wk.	350
(2) Tram operators ..	44/11 p.wk.	62 hrs. p.wk.	360
(3) Conductors ..	25/- to 35/- p.wk.	48 hrs. p.wk.	600
(4) Trackmen * (railway) ..	45/- to 90/- p.wk.	48 hrs. p.wk.	150
(5) Telegraph clerks * (post office) ..	62/4 p.wk.	46 hrs. p.wk.	400
(6) Telephone workers ..	98/4 p.wk.	45 hrs. p.wk.	100
(7) Cable workers ..			
TRADE AND COMMERCE			
(1) Senior Clerks ..	Male 152/5 p.wk. Female 89/2 p.wk.	43 hrs. p.wk. 45 hrs. p.wk.	150
(2) Clerks (office) ..	Male 88/5 p.wk. Female 66/4 p.wk.	42 hrs. p.wk. 43 hrs. p.wk.	
(3) Shop Assistants ..	Male 78/6 p.wk. Female 42/11 p.wk.	44 hrs. p.wk. 45 hrs. p.wk.	11,180

Occupation	Rate of Pay	Average hours worked	Total No. of workers in Industry
SERVICES			
(1) Firemen *	40/- to 55/- p.wk.	On call	100
(2) Portmen (delivery)*	35/- to 55/- p.wk.	48 hrs. per wk.	300
(3) Police Constables *	6/6 to 10/- per day	On call	1,460
PERSONAL SERVICE			
(1) Domestic	Male 16/11 p.wk. Female 13/6 p.wk.	70 hrs. p.wk. 73 hrs. p.wk.	76,800
(2) Hotels, etc.	Male 41/3 p.wk. Female 25/8 p.wk.	56 hrs. p.wk. 55 hrs. p.wk.	
(3) Catering	Male 33/- p.wk. Female 26/4 p.wk.	47 hrs. p.wk. 52 hrs. p.wk.	
(4) Renovating	Male 40/9 p.wk. Female 25/2 p.wk.	43 hrs. p.wk. 43 hrs. p.wk.	
GENERAL LABOUR			
Unskilled	Male 27/- to 35/- p.wk. Female 18/- to 24/- p.wk.	48 hrs. p.wk. 48 hrs. p.wk.	28,700

NOTE:

To all Government and quasi-government rates marked with an "asterisk" both a 'fixed cost of living allowance and a temporary annual bonus are applied. The 'fixed' allowance which is applicable to incomes not in excess of £325, is as follows:—

On the first £100 of income and elements thereof	.. 33%
On the second £100 of income and elements thereof	.. 20%
On the third £100 of income and elements thereof	.. 10%

The temporary bonus is calculated at 25% of the aggregate 'fixed' allowance payable in each case and its payment is reviewed annually.

COST OF LIVING

At the end of December, 1947, the cost of living index for working class persons and the peasantry was 206 (base figure of 100 established in August, 1939). By the close of 1948, however, the index had risen to approximately 252, representing an advance of 152 points above the pre-war level, and a 22% rise over the previous year. As in 1947, the greatest increases were recorded among items of clothing and general outfitting. The index for this particular category showed an advance of 103 points during the year under review. On the whole, prices in this group have risen over 450 points above pre-war figures. Next highest average increases occurred in the food category. The Food index in December, 1948, registered a 60-point rise over the previous year and stood at 242. The rate of increase in other categories, i.e., 'Rent', 'Fuel' and "All Other", showed a marked decline. Rent had advanced only 3 points throughout the year, fuel and cleaning materials 7 points, and "All Other", 18 points.

During the year there developed a significant further limitation in the policy of price stabilisation. The scheme of applying price subsidies to staple foodstuffs had received stimulus and assistance in the mid-war years through direct contributions by the United Kingdom Government. This aid ceased soon after the war and the burden of maintaining the necessary organisation fell solely on the resources of the local government. Since then the policy has been gradually narrowed down and at the close of the year less than £175,000 had been spent in subsidies. The number

of staple items distributed under the scheme fell from approximately 30 in mid-war years to only two in the year under review. These were imported codfish and condensed milk which absorbed nearly £164,000. The balance of £11,000 was applied as a guarantee against the prices of certain locally grown foodstuffs.

Despite efforts to curb the upward trend in price levels, living costs continue to register increases and real income fell as the margin between prices and wages widened. Persons in the salaried or middle income groups whose consumption pattern is outside the scope of official cost of living statistics continue to experience considerable economic difficulties arising from high rentals, the replacement costs of clothing and the prices of certain services, particularly education and transportation.

The following table shews the movement in the prices of basic foodstuffs for the years 1946, 1947 and 1948:—

Commodity	Quantity unit	Average price during years		
		1946	1947	1948
Flour	lb.	4d.	5d.	5½d.
Cornmeal	lb.	3½d.	4½d.	5d.
Rice, white	lb.	10d.	10½d.	10½d.
Bread	lb.	6½d.	8½d.	9½d.
Beef, fresh	lb.	10d.	11½d.	1/0½d.
Pork, fresh	lb.	8½d.	11½d.	1/-
Fish, fresh	lb.	11½d.	1/3½d*	1/5 *
Salt, cod	lb.	9½d.	11½d.	1/-
Mackerel, pickled	lb.	7d.	8½d.	9½d.
Canned fish:				
Salmon	l.s. tin	1/5½d.	1/5½d.	2/4
Sardines	3½ oz. tin	5½d.	7d.	7½d.
Butter	lb.	3/2½d.	2/11½d.	2/11½d.
Fresh milk	Qrt.	11½d.	1/-*	1/2 *
Condensed milk	14 oz. tin	8½d.	8½d.	9d.
Bananas, ripe	doz.	1½d.	1½d.	6½d.†
Yams	lb.	3d.	3d.	3½d.†
Bananas, green	doz.	1½d.	1d.	3½d.†
Irish potatoes	lb.	4½d.	4½d.	6d.†
Peas, red	Qrt.	1/-	1/-	1/7†
Corn (maize)	Qrt.	5½d.	6d.	6½d.†
Coffee beans	Qrt.	1/1	1/2*	1/3½d.*
Coconut oil (unrefined)	Qrt.	1/7½d.	1/9	2/-
Sugar, brown	lb.	2½d.	2½d.	3d. *

* Open market prices

† Decontrolled since June, 1948

All other prices are controlled.

LABOUR DEPARTMENT

The increase of unemployment in 1938 led to the creation in that year of an Unemployment Registration Bureau for the primary purpose of ascertaining the extent of unemployment in the Corporate Area of Kingston and St. Andrew and later its functions were extended to most of the country parishes. Subsequently other pressing labour problems arose outside the terms of reference of the Bureau which shewed the necessity for a body with wider functions and powers and with the Bureau, as a nucleus, a Labour Department was established in 1939, with Mr. F. A. Norman, O.B.E., seconded from the Ministry of Labour in the U.K., as Labour Adviser.

The Department now consists of a Labour Adviser, an Assistant Labour Adviser and 29 others, and its principal aims and functions are to promote the well-being of labour, to establish and maintain good relations between employers and workers, to assist in the development of trade unionism and to advise on labour matters generally. Most of the Department's time is taken up with the settlement of industrial disputes or complaints, and in ensuring by inspections of factories and work-places that the labour Laws and Regulations, many of which implement the provisions of International Conventions, are observed. Its other main activities include the giving of advice to employers and workers alike in industrial relations organization and the recruitment of labour for work in the U.S.A. and elsewhere.

Factory Inspection

A Factories Law passed in 1940 and Regulations made under the Law between 1943 and 1947, have placed all factory owners under an obligation to register their factories and to provide such safety devices and observe such principles of sanitation in the interests of workers as will ensure that the chances of accidents and infection or ill-health are reduced to a minimum. Regular inspections of factories have been carried out by two trained Factory Inspectors. Employers generally have co-operated with the Department with the result that there has been substantial improvement in the working conditions in factories. Between the 1st of August, 1943, and the end of the year 1948, applications for registration have been received from 693 factories. Of these 58 are now defunct and 13 temporarily out of operation, leaving a total of 622 factories in operation with a normal employment roll of over 20,400.

Labour Recruitment and Emigration

The Kingston Employment Bureau, set up in the year 1940, played an important part in the recruitment of labour for the construction of the United States Naval and Air Bases in the Island during the years 1941 and 1942, the peak figure of over 9,000 workers having been reached in the latter year. The outbreak of war opened the way for employment of Jamaican labour overseas as well as locally, and recruitment of all workers who went abroad under contract was undertaken by the Department. A total of 4,893 artisans and craftsmen were recruited and despatched during the period 1940 to 1943 for employment on the Panama Canal; in the meantime, there was a good response to a call for volunteers for training and employment in the Royal Air Force. By the end of the year 1945, when recruitment of servicemen had come to a close, approximately 4,690 recruits had been despatched from Jamaica. The main outlet for Jamaican migrant labour, however, has been the United States of America, which imported

a considerable amount of foreign labour for work in agriculture and subsequently in industry. Agricultural and industrial workers who were recruited for the United States were employed under contract for six months in the first instance and while the majority of workers returned home each year on the termination of their contracts, considerable numbers extended their period of employment.

A Liaison Officer and staff were appointed to supervise the working conditions of Jamaican workers employed under contract. The Organisation was at one time taken over by the Comptroller for Development and Welfare in the West Indies and became known as the British West Indies Central Labour Organisation. Now that the United States Government has withdrawn from the scheme, the management of this Organisation is vested in the Government of Jamaica and the Organisation is regarded as a branch of the Labour Department.

The Scheme under which annual recruitment of Jamaican labour had been conducted by the United States Government since the Spring of 1943 was brought to a close in 1947, when the total number of workers recruited and despatched under the scheme stood at 57,449. Following announcement of the decision to terminate the scheme, discussions were held in the United States of America, between the Labour Adviser, the Chief Liaison Officer and various employing groups, with the object of ensuring the continued employment of Jamaican workers in the United States. In consequence of these discussions, a draft tripartite contract was arranged between the Government of Jamaica (through its Agents, the British West Indies Central Labour Organisation), the Grower and the Worker. In addition to 3,676 workers who were in the United States at the beginning of the year, 1,361 were recruited and despatched to several employers. Repatriates during the year totalled 1,575, leaving a balance of 3,462 workers under contract at the end of the year.

Relief Works

Consequent on an increase in unemployment as ascertained by a labour survey in 1939, it was decided to institute special works for the relief of unemployment in those parts of the Island where the urgency appeared greatest. The funds for the maintenance of the various relief projects were provided partly by the Jamaica Government and partly by Imperial Grant, and a Standing Committee on Relief Works was appointed in 1940 to act as an Advisory Committee to Government in the matter of administering the funds. The number of persons employed on relief projects continued to increase until 1943, when the monthly average of relief workers employed throughout the Colony was 11,330. Thereafter, a general improvement in the employment situation, due largely to recruitment of numbers of Jamaicans for employment overseas, led to a decline in relief employment. The Standing Committee on Relief Works was dissolved in 1945 and, although some amount of relief employment is still provided for the needy areas, it is Government's policy gradually to reduce the present relief works and, as far as future relief of unemployment is concerned, to provide, to the extent that funds can be made available, employment at standard Government rates of pay on necessary works.

During the year 1947-48, £189,600 was provided for additional employment in the Corporate Area of Kingston and St. Andrew and £120,300 for the country parishes.

Statistics

Since the establishment of the Labour Department, the systematic collection of statistics on all aspects of labour became a regular feature of its activities. In consequence of a Working Class Cost-of-Living Survey carried out by the Department in 1939, a basic index figure was established for the month of August, 1939, and monthly index figures subsequently acquired special importance in the regulation of price controls. A special Cost-of-Living Survey was also carried out among workers on sugar estates in June, 1941, and the regulation of "cost of living allowances" to workers in the sugar industry and to port workers in some parts of the island depends on the changes in this special quarterly cost of living index.

Monthly surveys of the rates of the wages paid in the distributive trades and several other economic and social surveys were carried out by the Department until November, 1945, when Government established a Central Bureau of Statistics which absorbed the bulk of the work and staff of the Labour Department's Statistical Branch.

TRADE UNIONS

Although a Trade Union Law has been in existence since 1919, membership in the Unions was very small prior to 1938. Between the years 1938 and 1948 the total membership in Trade Unions increased from approximately 1,000 to approximately 67,000. There are now 23 registered Workers' Organisations in the Colony by far the largest of which is the Bustamante Industrial Trade Union with an estimated membership of 58,600, drawn chiefly from agricultural and dock workers and factory employees. The remaining Unions comprise generally the Unions of Government employees and skilled trades. There is a Trades Union Congress to which are affiliated almost all of the Unions other than the Bustamante Industrial Trade Union.

In 1943, the Government established Whitley Councils for clerical and upper staff of Government Departments and in 1946, Interim Committees were set up in twelve Departments which employ large numbers of labourers and semi-skilled workers so as to provide the means of negotiation for employees in this category pending the further development of Whitley machinery.

There are thirteen Employers' Associations. Two of these Associations were registered under the Trade Union Law, while the others are for the most part Organisations having other interests in addition to labour relations.

LABOUR DISPUTES

Since 1939 a great deal of work has been undertaken in the field of industrial relations. Most of this, during the early years of trade unionism in the Colony, was short-term work concerned with the immediate settlement of disputes, but the long term policy of self-government in industry has not been neglected and employees and unionists alike have been encouraged to formulate plans and procedure for the settlement of their mutual affairs. The Labour Department has since its establishment in 1939, assisted the Unions in the procedure of collective bargaining and it continues to encourage the growth of trade unionism along satisfactory lines. A marked improvement has been noted in the negotiations between employers and unions. Conferences have been conducted in a more amicable spirit, but unfortunately there

still exists a tendency to stop working before claims have been properly prepared and presented to management. There is still, however, much room for improvement in the organisation and operation of the negotiating machinery. The introduction of Works Committees in industry with a view to improving the conditions of work and at the same time increasing the standard of efficiency and production, is being encouraged by the Labour Department.

During the year 1948 there were 23 strikes; only one of which assumed large proportions. This was a strike of drivers, conductors and the mechanical staff employed by the Jamaica Utilities Limited, the Company responsible for by far the greater portion of transportation.

As a result of an agreement negotiated between the Sugar Manufacturers' Association and the Bustamante Industrial Trade Union, under the aegis of the Labour Department, the sugar crop commenced without a strike for the first time since 1938. The terms of the agreement were adhered to with the result that the largest sugar crop in Jamaica was reaped smoothly.

LABOUR LEGISLATION

A considerable amount of social legislation has been enacted in recent years. Much of this legislation is intended to give effect to the provisions of International Labour Conventions and the Labour Department, through its Inspectors and otherwise, ensures as far as lies in its power that the provisions of these laws are carried out. The following important labour laws have been enacted since 1938:—

1. The Shop Assistants' (Amendment) Law, 1938.
This Law amends the Shop Assistants' Law, Chapter 292, the provisions of which relate to the hours of work and other conditions of employment of shop assistants in the city of Kingston and in the urban and suburban districts. Extension of the Shop Assistants' Law to other parts of the island is made by Proclamation issued from time to time. Proclamations published between 1925 and 1948 have extended the Law to most of the larger towns in the country parishes.
2. The Trade Union (Amendment) Law, 1938.
3. The Trade Union (Amendment) Law, 1940.
4. The Children and Young Persons (Amendment) Law, 1941.
5. The Masters and Servants (Amendment) Law, 1940.
6. The Workmen's Compensation Law—Chapter 408, with Amendments—Laws 35 of 1939, 71 of 1941 and 45 of 1942.
7. The Minimum Wage Law—Law 31 of 1938.
8. The Minimum Wage (Amendment) Law, 1948.
9. The Trade Disputes (Arbitration and Enquiry) Law, Law 16 of 1939.
10. The Recruitment of Workers Law, Law 30 of 1940.
11. The Factories Law, Law 43 of 1940, with Amendment—Law 1 of 1942.
12. The Employment of Women Law, Law 33 of 1941.
13. The Dockworkers (Protection Against Accidents) Law, Law 18 of 1941.
14. The Labour Officers (Additional Powers) Law, Law 8 of 1943.
This Law gives Officers of the Labour Department power to enter upon any premises other than a dwelling house, for the purpose of carrying out inspections to ensure the proper observance of labour laws.

15. The Holidays with Pay Law, Law 2 of 1947.

16. The Juvenile Law, Law 44 of 1948 (not yet brought into operation).

This Law will repeal and replace the Children and Young Persons Law, Chapter 386 and the Children and Young Persons (Amendment) Law, 1941.

Since the enactment of the Minimum Wage Law, 1938, Advisory Boards have been appointed under the provisions of the Law to submit to the Governor in Executive Council recommendations regarding the minimum rates of wages to be paid in the following industries:—

The Sugar Industry,
The Bakery Trade (including Biscuit making),
The Catering Trade,
The Printing Trade,
The Alcoholic and Non-Alcoholic Beverage Trade,
The Dry Goods Trade.

The recommendations of these Advisory Boards have been implemented by Proclamations fixing minimum wages in the above industries. Further reports have been submitted by the Boards for the Bakery and Catering Trades recommending new sets of rates in these trades. Arrangements are being made for the appointment of two additional Advisory Boards to deal with the Hotel Trade and the Confectionery Trade.

Through the work of Inspectors who carry out regular inspections of undertakings which come within the scope of the various labour laws, the Labour Department ensures that minimum wage is paid. During the year 1948, 1,175 inspections were performed under the Minimum Wage Law as a result of which 131 prosecutions were instituted. Fines totalling £122 13/- were imposed by the Courts and workers received arrears of wages totalling £1,700 in consequence of these inspections. The Labour Department also carried out 670 inspections and instituted 61 prosecutions in respect of the Employment of Women Law in 1948.

COMPENSATION FOR ACCIDENTS

The Workmen's Compensation Law, (Chapter 408) and its amending Laws, Law 35 of 1939, 71 of 1941 and 45 of 1942, provide for the payment of compensation to workers in respect of injuries received during or as a result of their employment, or to a workman's dependents in the event of his death.

OLD AGE PROVISION

There is no old age pension scheme at present in force in Jamaica, the only public assistance extended to the aged or sick being pauper relief provided under the Poor Relief Law, Chapter 53.

CHAPTER 3—PUBLIC FINANCE AND TAXATION

REVENUE AND EXPENDITURE

In the course of the past six years the Annual Revenue and Expenditure of the Colony have more than doubled, having increased from approximately £3,600,000 in 1940-41 to approximately £9,000,000 in 1947-48. The Revenue and Expenditure to the nearest £1 under main heads for the three financial years ending on the 31st March, 1946, 1947 and 1948 were as follows:—

REVENUE

Head	Year ended 31.3.46	Year ended 31.3.47	Year ended 31.3.48
	£	£	£
Customs and Excise	3,731,656	4,500,136	5,367,598
Harbours, Dues, etc. . . .	2,298	3,889	4,797
Licence and Other Internal Revenue	272,311	356,875	366,889
Fees of Office, etc. . . .	42,512	48,617	50,285
Reimbursements	312,627	388,113	370,994
Post Office Department . . .	347,903	286,591	266,418
Departmental Revenue . . .	82,314	87,410	94,264
Irrigation Receipts	18,267	18,518	17,514
Direct Taxation	2,125,823	1,997,777	2,163,755
Currency	31,823	39,301	34,742
Rents	5,009	6,527	6,256
Interest	10,425	35,023	61,536
Miscellaneous Receipts . . .	41,051	77,486	28,574
Total Ordinary Revenue . .	7,024,019	7,846,262	8,833,622
Land Sales	2,426	2,547	1,741
Loan Repayments	8,928	22,681	13,412
Colonial Development and Welfare			
Loans	58,237	51,424	1,491
Colonial Development and Welfare			
Schemes	558,080	288,328	450,226
Imperial Grants	95,989	179,415	6
Price Stabilization . . . .	..	..	..
Total General Revenue . .	7,747,679	8,390,657	9,300,498

**EXPENDITURE TO THE NEAREST POUND UNDER MAIN HEADS FOR THE
FINANCIAL YEARS ENDED AS UNDER**

Head	31.3.46	31.3.47	31.3.48
	£	£	£
Public Debt	496,083	492,580	580,587
His Excellency the Governor and Staff	11,250	9,962	11,608
Legislative Council	35,153	40,989	41,706
Administrator General	15,028	15,973	19,473
Agriculture—Part I	217,142	214,329	214,434
Agriculture—Part II	75,841	66,059	48,604
Agricultural Loan Societies Board	21,773	24,093	26,832
Attorney General	8,042	7,865	9,066
Audit	22,951	25,463	26,272
Bankruptcy	4,763	4,503	4,909
Board of Supervision	2,895	3,065	3,365
Broadcasting	4,866	5,917	6,753
Census	2,334	..	..
Central Bureau of Statistics	3,219	6,814	8,583
Central Housing Authority	59,125	68,295	71,809
Collector General—Part I	183,357	196,052	209,046
Collector General—Part II	72,467	99,979	101,536
Commerce and Industries	18,013	22,669	29,591
Crown Solicitor	3,937	3,970	4,422
Currency	4,257	6,182	5,090
Defence	113,020	62,429	42,593
Education	651,112	686,385	779,639
Forest Department	29,117	25,156	31,140
Government Chemist	8,303	5,808	7,054
Harbours	6,563	13,442	7,161
Immigration	5,044	6,956	7,617
Imperial Forces Allowances	31,920	21,647	20,126
Income Tax and Stamp Duties	58,380	80,179	76,537
Industrial School	24,123	26,579	32,117
Labour	29,398	31,575	25,144
Lands	61,375	62,553	61,034
Local Forces	5,391	6,384	7,379
Marine Board	427	406	429
Medical	545,190	613,730	649,155
Mental Hospital	107,273	147,998	146,651
Miscellaneous—Part I	145,721	174,251	138,207
Miscellaneous—Part II	632,665	798,126	1,090,012
Pensions	132,645	149,105	160,122
Pensions of Widows and Orphans	24,019	23,156	24,789
Police	441,992	526,050	534,776
Post and Telegraphs	303,822	300,033	306,253
Printing Office	57,304	64,469	63,664
Prisons	117,570	118,341	150,776
Railway—Deficit	181,614	256,177	240,759
Registrar General and Record Office	13,696	14,686	15,298
Registration of Titles	5,576	6,270	6,879
Relief Works Rehabilitation	118,834	130,680	131,209
Reserve Funds	200,000	..	..
Resident Magistrates' Courts	68,205	72,774	76,070

Head	31.3.46	31.3.47	31.3.48
	£	£	£
Savings Bank	31,987	34,533	38,215
Secretariat	31,963	34,132	36,426
Social Services	44,994	42,219	43,285
Subventions	366,829	480,462	642,456
Supreme Court	17,100	18,994	20,673
Survey	23,633	26,376	25,454
Traffic Authority	10,744	10,693	10,502
Treasury	32,203	36,802	39,131
Public Works Department	106,182	115,319	137,360
Public Works Recurrent	599,812	633,290	597,630
Rio Cobre Canal	10,039	10,678	9,913
Public Works Extraordinary	362,700	164,002	353,853
Civil Aviation	15,646	22,841	35,651
Total Ordinary Expenditure ..	7,036,627	7,370,445	8,246,825
Agricultural Credit			
Price Stabilization	474,653	407,417	143,452
Rehabilitation, Hurricane Damage ..	80,953	50,000	5
Loans and Long Term Advances ..	21,378	21,398	19,998
Total General Expenditure ..	7,613,611	7,849,260	8,410,280

PUBLIC DEBT

At the end of the calendar year 1948 the Colony's Public Debt stood at £11,603,688 representing approximately £8 10s. 0d. per head of population, and the estimated value of the Sinking Funds accumulated towards the redemption of this debt was £2,267,650. The net debt was therefore approximately £9,300,000; which is equivalent to approximately one year's revenue. This debt consisted of:—

Inscribed stock raised in the United Kingdom ..	£3,620,300
Imperial Treasury Loan from the Colonial and Middle Eastern Services and Colonial Development and Welfare votes	1,836,728
Local Debentures	20,000
Local Registered and Inscribed Stock	5,983,660
Loans from Banks	143,000

The Local Registered and Inscribed Stock included an issue of £250,000 made in 1942 to raise funds for re-loan to the United Kingdom on account of Imperial War Expenditure, and which is repayable from United Kingdom funds.

At the 31st March, 1948, the Colony's debt was £10,982,228; £127,000 was redeemed and a further £748,460 issued in the period of nine months to the end of 1948.

The majority of the Colony's public loans now outstanding are repayable in 20 to 25 years from the date of issue.

ASSETS AND LIABILITIES

Statement of Assets and Liabilities of the Colony at the 31st March, 1948

<i>Liabilities</i>				<i>Assets</i>			
	£	s.	d.		£	s.	d.
Loans ..	476,983	15	0	Loans and			
Deposits ..	2,383,929	8	9½	Advances	6,112,756	11	1
Appropriated				Unallocated			
Funds ..	3,993,607	10	0	Stores	404,942	10	2
Reserve and				Appropriated			
Insurance				Funds In-			
Funds ..	380,271	17	0	vestments	3,355,664	9	10
Treasury Bills	1,000,000	0	0	Reserve and			
Unexpended Loan				Insurance			
Balances	493,336	0	6	Funds In-			
General Reserve				vestments	378,313	10	9
Balance ..	2,507,500	14	9½	Cash Balance	983,952	4	3
	<u>£11,235,629</u>	<u>6</u>	<u>1</u>		<u>£11,235,629</u>	<u>6</u>	<u>1</u>

The investments on account of Reserve and Insurance Funds of the Colony amounted to £378,313 at the 31st March, 1948, as shewn in the statement of Assets, and the amount was made up as follows:—

	£
Insurance Fund ..	102,349
Reserve Fund ..	275,964
	<u>£378,313</u>

Short-term borrowing by means of Treasury Bills was introduced in December, 1945, primarily to facilitate Government purchase and distribution of food materials, which has been an essential war-time requirement and still continues to be necessary in the post-war period. The present liability in respect of Treasury Bills is £1,000,000 which represents the limit authorised. The currency of the Bills is three months and the present rate of discount 1½% per annum a reduction of ¼% from the first of May, 1948.

TAXATION

There are three main heads of taxation, i.e., Customs, Excise and Internal Revenue. The items of taxation falling within these heads and the Loan yield therefrom in 1947-48 are given below:—

1—CUSTOMS DUTIES

Item	Yield for year ended 31.3.48
Import duty (of which £83,657 was on parcel post imports)	£3,786,211
Tonnage Tax	107,992
Passenger Duty	6,100
Export Duty	44
Lighthouse Dues	3,588
Harbour Dues	1,208
Licences—Customs Brokers	48
Fees—lumber measurers	5,516
Total	<u>£3,910,707</u>

II—EXCISE DUTIES

Item	Yield for year ended 31.3.48
Excise Duty on:—	
Rum	£657,922
Beer	59,023
Tobacco	581,415
Edible Oil	13,869
Matches	46,167
Soap	16,092
Butter substitutes	14,044
Aerated water	21,187
Cornmeal	4,065
Lard	5,521
Warehouse Fees	54,046
Total	<u>£1,473,351</u>

III—INTERNAL REVENUE

Item	Yield for year ended 31.3.48
Entertainment Tax	63,653
Licences	105,142
Fines and Penalties	5,582
Sales Tax on Rum	29,299
Judicial Revenue	41,928
Rio Cobre-Irrigation Works	17,514
Postal Revenue:—	
C.O.D. and C.C. Fees	2,280
Stamps, sale of	201,438
M.O. and P.O. transactions	1,341
Postage prepayment	3,742
Telegrams	27,587
Porterage	7,041
Sundries	22,989
	<u>266,418</u>
Property Tax	68,673
Income and Sur Tax	1,388,594
Excess Profits Tax	582,680
Stamp Duty	121,286
Death Duties	123,808
Total	<u>£2,814,577</u>

TAXATION PER CAPITA

The following figures show the taxation per capita direct, indirect and total for the years 1903, 1946-47 and 1947-48

1947-48

POPULATION—1,340,395

<i>Indirect Taxation</i>		<i>Direct Taxation</i>	
	£		£
Customs ..	4,062,948	Income Tax	2,123,856
Excise ..	1,470,817	Excess	
Entertainment Tax	63,653	Profits Tax	
		Land and Property Tax	
		Death Duties	
		Licences	101,784
		Fees, Petty Sessions	5,012
		Sales Tax—	
		Rum	29,280
		Stamp Duties, various	111,537
		Parochial Revenue £739,681	
		Less Debits 886	738,795
Total	£5,597,418*		£3,110,264*
Grand Total—£8,707,682			

Taxation per capita:

	1903		1946-47		1947-48
Indirect	£0 13 1=70%		£3 12 4=62%		4 3 6=64%
Direct	0 5 6=30%		2 4 5=38%		2 6 5=36%
Total	£0 18 7=100%		£5 16 9=100%		£6 9 11=100%

*Net collections (including Deposits) after deduction for refunds.

CUSTOMS TARIFF

Import Duties—(under the Customs Law, 1939)

The general advalorem duty is 20% and the preferential rate to the British Empire is 15% with variations in the duties on various classes of goods, in addition to specific duties on certain articles falling chiefly under the heading of Apparel, Drink, Food or Tobacco. The highest advalorem rate of Import Duty assessable is on perfumes and scents (45% Preferential, 50% General).

Certain articles are admitted free of duty, consisting chiefly of goods imported for the use of Government, the Parochial Boards or His Majesty's naval and military forces, printed books, passengers' personal and household effects, manures, fertilisers, insecticides, agricultural implements, etc.

The value of any imported goods for the assessment of Import Duties is the value at the port of importation including freight, insurance and other charges incidental to the delivery at the port of importation, but not including Customs Duties.

The following Trade agreements and Laws affect the Customs Tariff of Jamaica:—

- (i) trade agreement between the United Kingdom and United States of America (of November, 1938).
- (ii) trade Agreement between the United Kingdom and Canada (of February, 1937).
- (iii) the United States Bases (Agreement) Law, No. 76 of 1941 (extended by Law 7 of 1948) exempting from Import Duty or other Tax, goods imported for the use of the United States authorities.
- (iv) the Tonnage Tax Law, No. 7 of 1946 as amended by Law 7 of 1948, imposing additional Tax on specified articles imported into the Island.
- (v) the Hotels Aid Law, No. 55 of 1944 as amended by Law 18 of 1947, for the encouragement of the Hotels Industry by granting certain relief in respect of Customs Duties, Excise Duties, Tonnage Tax and Income Tax.
- (vi) the Customs (Amendment) Law, No. 6 of 1947 empowering the Collector General to reduce, in respect of goods conveyed into the Island by air, the amount of freight charges to be added to the value of the goods for purposes of assessment of duty to not less than one-quarter.
- (vii) The Textile Industry (Encouragement) Law, No. 52 of 1947 to encourage the establishment of a Textile Industry and making provision for the granting of certain relief from Tonnage Tax and Customs Duty.
- (viii) the Cement Industry (Encouragement and Control) Law, No. 29 of 1948 to encourage the manufacture of cement in Jamaica and making provision for the granting of relief from Customs Duty and Tonnage Tax.
- (ix) the Motion Picture Industry (Encouragement) Law, No. 34 of 1948 to encourage establishment of a Motion Picture industry in Jamaica and making provision for the granting of certain relief from Customs Duty and Tonnage Tax.
- (x) the University College Hospital Law, No. 40 of 1948 making provision for the exemption of the Board of Management of the University College Hospital from the payment of Import Duties and Tonnage Tax.

Export Duty—

The only export duty payable is that prescribed by the Export Duty (Spirits) Law, under which all spirits, wines and spiritous liquors (other than rum manufactured in Jamaica) exported or shipped from this Island are liable to Export Duty varying from 5/- per case to £12 10s. 0d. per puncheon.

EXCISE DUTIES

Excise Duties are imposed on the following goods:—Aerated water, beer, coconut products, (i.e., soap, butter and lard substitutes) cornmeal, edible oil, matches, spirits, cigars, cigarettes and manufactured tobacco.

The items which produce the most revenue are:—

Aerated waters	..	..	3d. per gallon
Beer	..	..	3/4½d. per gallon
Butter substitutes	..	..	15/- per 100 lbs.
Soap	..	..	3/6 per 100 lbs.
Matches	..	..	7/1 per gross of 12 doz. boxes
Spirits	..	..	23/4 per gallon at the strength of proof
Tobacco cigars	..	..	1/6 to 6/- per 100
Cigarettes	..	..	4/5 for 100
Manufactured tobacco	..	..	6/- per lb.

Manufacturers of the above mentioned excisable goods are licensed, the license fees ranging from 10/- to £30. The excise duties and license fees payable are prescribed in the schedules to the Excise Duty Law, No. 73 of 1941, as amended by Resolutions of the Legislative Council, 1943. The Excise Duty (Cigarettes) Resolution, 1947, and Resolution of the House of Representatives, 1948.

STAMP DUTIES

Stamp Duty is payable on almost every kind of document or instrument whereby transactions are effected by the public. A statement of the documents affected and the duty payable thereon is given in the Schedule to the Stamp Duty Law, Chapter 197, as amended by Laws 18 and 48 of 1939, 52 of 1940 and 24 of 1943. These duties range from 2d. on certain land tenancy agreements and Bills of Exchange to £150 on a Banker's Licence, and are payable on such Instruments as Articles of Clerkship to a solicitor or attorney (£50), bills of lading, bills of sight, bonds, certificates, conveyances, deeds, leases, letters of attorney, licences, mortgages, naturalization, passports, shares, warrants, etc.

INCOME TAX AND SUR-TAX

Income Tax is payable on the income of all persons or Companies resident in Jamaica, whether British subjects or not, and on the incomes of all other persons or Companies (whether British subjects or not). to the extent that the income is derived from sources within the Colony.

The year of assessment is the calendar year. The income of a married woman living with her husband is deemed to be his income for the purposes of Income Tax where the joint incomes exceed £400 p.a. Individuals are allowed exemption in respect of life insurance premium up to 1/6th of their income or £150 whichever is the less while a married man is allowed deductions of £80 for his wife, £40 for his first child and £20 for each subsequent child.

Income Tax is payable on the chargeable income of individuals and in ascertaining such chargeable income an abatement of £200 is allowed where the income does not exceed £700, or £150 where the income exceeds £700 at the following rates:—

				s.	d.
For every pound of the first	£100	..	..	0	7
Ditto ditto next	£100	..	..	1	2
Ditto ditto	£100	..	..	1	9
Ditto ditto	£100	..	..	2	4
Ditto ditto	£100	..	..	2	11
Ditto ditto	£100	..	..	3	6
Ditto ditto	£100	..	..	4	1
Ditto ditto	£150	..	..	4	8
Ditto The remainder	..	..	..	7	6

The Income Tax payable on the income of Companies, Registered Societies and Building Societies is at the rate of 7/6 in the £1.

Sur-Tax—

In addition to Income Tax the total income of an individual, where it exceeds £2,000 per annum (prior to the deductions for Abatement, wife, children and life insurance) is liable to Sur-Tax in respect of the excess over £2,000 at the following rates:—

				s.	d.
For every pound of the first	£1,000 of such excess	..	..	1	3
Ditto ditto next	£1,000	..	..	2	6
Ditto ditto	£1,000	..	..	3	9
Ditto ditto	£1,000	..	..	5	0
Ditto ditto	£1,000	..	..	6	3
Ditto ditto	remainder	..	..	7	6

The amount of Income Tax (including Sur-Tax) payable by a single person at different scales of income is as follows:—

Income		Tax Payable		
£		£	s.	d.
200	..	Nil		
500	..	17	10	0
750	..	61	5	0
1,000	..	116	13	4
1,500	..	304	3	4
2,000	..	491	13	4
5,000	..	1,991	13	4
10,000	..	5,554	3	4

The amount of Income Tax (including Sur-Tax) payable by a married man with wife and three children, at different scales of income is as follows:—

Income		Tax Payable		
£		£	s.	d.
200	..	Nil		
500	..	5	5	0
750	..	35	0	0
1,000	..	79	12	6
1,500	..	244	3	4
2,000	..	431	13	4
5,000	..	1,931	13	4
10,000	..	5,494	3	4

DEATH DUTIES

Death Duties fall under three heads, namely: Estate Duty, Legacy Duty and Succession Duty.

Estate Duty is a tax on all property, real or personal, settled or not settled, which passes on the death of a deceased person. The tax is operated on a sliding scale varying from 2.2 per centum in the case of estates exceeding £500 and not exceeding £1,000 to 40 per centum in the case of estates exceeding £500,000. No regard is had to the relationship of beneficiaries in determining the rate at which estate duty is payable. The rates of duty payable are shewn in the Estate Duty Law, Chapter 194 amended by Laws 47 of 1939 and 49 of 1940.

Legacy Duty is a tax upon personal property passing under wills or intestacies. Surviving spouses are exempt from this tax. The rate of duty varies from 1 per centum for lineal relations to 10 per centum for strangers. The duties payable are shewn in the Legacy Duty Law, Chapter 196.

Succession Duty is a tax on gifts of property to which any person becomes entitled upon the death of another. This tax is wider in scope than the Legacy Duty as it charges all property passing on a death under deeds and other instruments as well as under wills and intestacies, whilst Legacy Duty is limited to personal property passing under wills and intestacies. The tax is on a graduated scale similar to that payable for legacy duty. Property which has been charged with legacy duty is exempt from Succession Duty. The Duties payable are shown in the Succession Duty Law, Chapter 195, as amended by Section 24 of Chapter 194.

CHAPTER 4—CURRENCY AND BANKING

The following are legal tender in Jamaica: British gold and silver coins, cupro nickel coins, three-penny coins of mixed metal, Jamaica nickel and bronze alloy coins (penny, half-penny and farthing), Jamaica Government currency notes and currency notes of the Local Commercial Banks. Nickel coinage is no longer issued and is being withdrawn but some of it is still in circulation. Accounts are kept in sterling.

The following table sets out the Government Currency Note transactions during the year ended on the 31st March, 1948:—

Denomination	In circulation on 31.3.47	Issued during the financial year 1947-48	Redeemed during the financial year 1947-48	In circulation on 31.3.48
	£ s. d.	£ s. d.	£ s. d.	£ s. d.
2/6	109 0 0	.. ..	0 2 6	108 17 6
5/-	226,071 10 0	255,900 0 0	264,043 10 0	217,928 0 0
10/-	295,018 10 0	353,400 0 0	285,493 0 0	362,925 10 0
£1	1,754,349 0 0	558,000 0 0	926,272 0 0	1,686,677 0 0
£5	548,060 0 0	34,500 0 0	42,100 0 0	540,460 0 0
Total	2,823,608 0 0	1,502,400 0 0	1,517,908 12 6	2,808,099 7 6

On the 31st of March, 1948, the Jamaica nickel and bronze alloy coins in circulation were as follows:—

Nickel coinage (unspecified) £15,813

Bronze Alloy:—

Pennies £22,835

Half-pennies 9,830

Farthings 1,695

£34,360

The value of currency notes in circulation on the 31st of December, 1948, was as follows:—

	£ s. d.
Government Currency Notes ..	2,775,487 12 6
Bank of Nova Scotia Notes ..	23,903 0 0
Barclays Bank (D.C. & O.) Notes ..	27,385 0 0
Royal Bank of Canada Notes ..	6,492 0 0
Canadian Bank of Commerce Notes ..	4,267 0 0

£2,837,534 12 6

The Government currency notes in circulation on the 31st of December, 1948, were of the following denominations:—

	£ s. d.
2/6	108 17 6
5/-	148,976 5 0
10/-	322,720 10 0
£1	1,766,637 0 0
£5	537,045 0 0

£2,775,487 12 6

There are four commercial Banks operating in Jamaica, all of which have their Head Offices in Kingston. They are:—

The Bank of Nova Scotia

Barclays Bank (Dominion, Colonial and Overseas)

The Royal Bank of Canada

The Canadian Bank of Commerce.

The Bank of Nova Scotia has 12 outport branches, Barclays Bank 11, and the Royal Bank of Canada 1.

CHAPTER V—COMMERCE

EXTERNAL TRADE

General

The value of external trade of the Island continued in an upward trend during 1948, and while the actual increase in value over 1947 was not as marked as that of 1947 above 1946, nevertheless the aggregate figures constituted a new peak. The adverse balance of visible trade was about a half million pounds sterling less than the 1947 balance.

Total Trade

Total commodity trade for the year, as derived from preliminary figures, was £31,100,000 of which £19,700,000 was imports and £11,400,000 exports or 63% and 37% respectively, of total trade. In percentage form, these figures represent increases of 170% for total trade, 204% for imports and 126% for exports over the corresponding figures for the pre-war year 1938.

In Table I below is set out the values of imports and exports for the years, 1938–1948.

TABLE I

Values (in £'000) of Imports and Exports for the years, 1938–1948

Year	TOTAL TRADE		IMPORTS		EXPORTS			
	Value	Index	Value (c.i.f.)	Index	TOTAL EXPORTS		Domestic Ex- ports	For- eign Ex- ports
					Value (f.o.b.)	Index		
	£'000		£'000		£'000		£'000	£'000
1948 (Est.)	31,100	270	19,700	304	11,400	226	11,155	245
1947	29,114	253	18,943	292	10,171	182	9,939	232
1946	21,206	184	12,452	192	8,754	174	8,575	179
1945	14,555	126	9,596	148	4,959	99	4,786	173
1944	13,453	117	8,973	138	4,479	89	4,342	137
1943	11,549	100	7,311	113	4,237	84	4,040	197
1942	9,566	83	5,515	85	4,051	80	3,860	192
1941	10,484	91	6,517	100	3,967	79	3,801	166
1940	9,367	81	6,154	95	3,213	64	3,054	159
1939	11,271	98	6,507	100	4,765	95	4,646	119
1938	11,518	100	6,485	100	5,033	100	4,926	107

Imports:

The total value of imports for 1948 reached the unprecedented figure of £19,700,000, which is three-quarters of a million pounds in excess of the previous year and treble the pre-war value of six and a half million in 1938. Considerable significance lies in this increase in value as among other things, more than half of the revenue derived from import

duty is assessed on the c.i.f. value basis, so that an increase in value of imports, other things being equal, reflects an increase in import duty. Import duty collections for the years 1938, 1947 and 1948 were £1,425,000 £3,822,000 and £3,434,000, respectively, (the considerable shift in the source of imports, i.e., from dollars area to sterling areas, has resulted in lower import duty collections in 1948 as compared with 1947).

Comparative quantities and/or values of principal items of import are given in Table II below.

TABLE II

Quantity and value (in £'000) of leading commodities of imports during the years 1938, 1947 and 1948

Commodity	Unit	1948		1947		1938	
		Quantity £'000	Value c.i.f.	Quantity £'000	Value c.i.f.	Quantity £'000	Value c.i.f.
Total Imports	..	..	19,700	..	18,943	..	6,485
Art silk piece goods	yds.	2,300	340	4,246	667	4,102	112
Boots and shoes (all kinds)	doz. prs.	58	390	70	500	114	202
Cotton piece goods	yds.	13,900	1,115	21,402	1,693	25,847	388
Cement	tons	41	250	54	322	30	88
Coal	tons	44	155	85	289	143	160
Car and truck parts and tyres and tubes	£	..	300	..	447	..	119
Fish, dried, salted	lb.	10,360	460	13,004	565	18,239	212
Flour, wheaten	196 lb. bags	505	1,900	577	1,975	414	452
Glass and glass- ware	£	..	375	..	313	..	60
Lumber	ft.	7,000	205	13,139	420	16,063	150
Machinery, agri- cultural	£	..	590	..	456	..	270
Medicines and drugs	£	..	195	..	199	..	88
Milk, condensed	lb.	3,716	158	3,348	125	9,900	144
Motor cars and trucks, etc.	£	..	790	..	978	..	237
Oil, motor spirit	gals.	9,155	299	8,128	225	8,118	146
Paper, all kinds	£	..	675	..	566	..	131

Increases in value of imports occurred in the items, motor spirit, agricultural machinery and condensed milk, while there were decreases in art silk piece goods, boots and shoes, cotton piece goods, lumber and motor vehicles.

In Table III below, is given the value of imports by countries of origin for the years 1938, 1947 and 1948.

TABLE III

Value (c.i.f.) of imports (in £'000) according to principal countries of origin during the years 1938, 1947 and 1948

Country of origin	1948		1947		1938	
	Value £'000	%	Value £'000	%	Value £'000	%
All Countries ..	19,700	100	18,943	100	6,485	100
United Kingdom ..	7,658	39	3,796	20	2,109	32.5
Canada ..	3,597	18	5,410	28	1,014	15.6
United States of America	3,880	20	6,378	34	1,359	21.
Other ..	4,565	23	3,359	18	2,003	30.9
Parcel Post ..		(included above)			188	2.9

A comparison of the sources of supply of imports for the years 1947 and 1948 is revealing. The United Kingdom moved from third place in 1947, to first position in 1948, the proportion of imports from the United Kingdom increasing from 20% of total imports in 1947 to 39% in 1948, more than doubling the actual value of imports for the preceding year. Canadian supplies receded from 28% in 1947 to 18% of imports in 1948, while imports from the United States of America fell from 34% to 20%.

Domestic Exports:

The total value of Jamaica's domestic exports during 1948 increased by nearly one and a quarter million pounds, advancing from £9,939,000 in 1947 to £11,155,000, having been more than double the pre-war figure of 1938 (£4,926,000).

Table IV below sets out the quantities and value of some of our principal domestic exports for the years 1938, 1947 and 1948.

TABLE IV

Quantities and f.o.b. value (in £'000) of the principal items of domestic exports for the years 1938, 1947 and 1948

Commodity	Unit	1948		1947		1938	
		Quantity '000	Value f.o.b. £'000	Quantity '000	Value f.o.b. £'000	Quantity '000	Value f.o.b. £'000
Total domestic Exports:			11,155		9,939		4,926
Bananas ..	Stems	6,095	2,321	5,520	2,049	23,811	2,917
Cocoa ..	lb.	4,221	351	3,575	143	5,282	47
Citrus pulp ..	lb.	20,015	209	8,571	93		
Coffee ..	lb.	2,822	129	3,062	138	9,462	133
Ginger ..	lb.	3,124	125	3,441	120	2,931	51
Pimento ..	lb.	4,853	224	3,320	155	8,677	207
Rum ..	gln.	1,870	1,044	2,306	2,570	900	248
Sugar ..	ton	151	3,582	128	2,656	105	859
Tobacco, cigars ..	lb.	228	502	696	906	32	1

The most marked increases in the 1948 values over those for the previous year occurred in sugar, with an increase of £800,000; bananas with £233,000; cocoa with £225,000; pimento with £106,000 and citrus pulp with £98,000. In this regard, it is informative to note that the export trade of citrus pulp was more than double that of 1947, and that while the quantity of cocoa exported was somewhat in excess of the 1947 figure, the corresponding value was nearly three times greater.

Appreciable decreases are perceptible in the quantity and value of rum and cigars shipped in 1948.

Domestic exports for 1948 according to principal markets in which they were disposed, are set out in Table V below.

TABLE V

f.o.b. value (in £'000) of domestic exports according to principal countries of destination 1938, 1947 and 1948

Country of Destination	VALUE IN £'000 OF EXPORTS					
	1948		1947		1938	
	Value	%	Value	%	Value	%
All countries	11,155	100	9,939	100	4,926	100
United Kingdom	8,331	75	7,873	79	2,914	59
Canada	1,902	17	1,254	13	1,309	26.6
United States of America ..	360	3	275	3	181	3.6
Other	562	5	537	5	522	10.8
Parcel Post	Distributed among the various countries				17	.4

During the year 75% of the total value of exports went to the United Kingdom, 17% to Canada, 3% to the United States of America and the remaining 5% to all other destinations. There was little difference between this and the previous year—United Kingdom taking 4% less and Canada 4% more of total exports.

Balance of Trade

The estimated adverse balance of visible trade for the year 1948 amounts to £8,300,000, *i.e.*, half a million less than the balance for the preceding year.

Average unit values are shown in Table VI below.

TABLE VI

*Average unit values of some of the principal commodities imported (c.i.f. value) and exported (f.o.b. value), during the years 1938, 1947 and 1948**

Commodity	Unit of Quantity	Average Unit Value in £		Index Number (1938=100)	
		1948	1938	1948	1947
<i>Imports</i>					
Art. silk piece goods ..	100 yds.	15.05	2.72	553.31	586.03
Boots and shoes ..	doz. prs.	6.91	1.77	390.40	407.34
Cotton piece goods ..	100 yds.	7.97	1.50	530.67	541.33
Coal ..	tons	3.61	1.12	321.43	219.64
Fish, dried, salted ..	100 lbs.	4.48	1.16	386.21	379.31
Flour ..	bs. 196 lbs.	3.71	1.10	337.27	300.91
Lumber, all kinds ..	100 ft.	2.93	.93	315.05	375.27
Milk, condensed ..	100 lbs.	4.36	1.45	300.69	252.41
Oil, motor spirit ..	100 gls.	3.26	1.79	182.12	117.88
<i>Exports</i>					
Bananas ..	100 stems	38.34	12.25	313.22	300.00
Cocoa ..	100 lbs.	8.42	.89	946.07	348.31
Coffee ..	100 lbs.	4.56	1.40	325.71	303.57
Ginger ..	100 lbs.	3.99	1.74	229.31	186.21
Pimento ..	100 lbs.	4.65	2.39	194.56	195.82
Rum ..	gln.	1.10	.28	392.86	385.71
Sugar ..	ton	23.74	8.18	290.22	255.01
Tobacco, cigars ..	lb.	2.32	.53	437.74	315.09

*Based on actual figures for the first nine months of 1948.

Conclusion

Prices of both imports and exports have on the average advanced further during 1948. The visible balance of trade was only slightly less than the 1947 figures, despite the increased volume of exports. Included in imports however, are considerable quantities of capital equipment urgently required to further development plans. The decrease in imports from dollar areas is an outstanding contribution to Commonwealth monetary difficulties.

CHAPTER—6 PRODUCTION

PRINCIPAL PRODUCTS

The economy of Jamaica is predominantly agricultural, but measures are being taken to stimulate industrial development to provide additional employment. To this end, the Pioneer Industries (Encouragement) Law, 1949, has been enacted, which by means of import duty and income tax concessions, provides substantial incentives for the establishment of secondary industries.

ORGANIZATION OF PRODUCTION

Most of the colony's industries are concerned with the processing of agricultural products, and are undertaken almost entirely by private interests. A brief account of the main industries follows.

Sugar

This industry is one of the oldest in the colony, and is well organised. Cane farmers and sugar manufacturers are organised into the All Island Cane Farmers' Association and the Sugar Manufacturers' Association (of Jamaica), Limited respectively, the latter undertaking a considerable amount of research. A large portion of sugar cane production is undertaken by the sugar manufacturers themselves. British Caribbean Sugar Manufacturers are also organised on a regional basis into the British West Indian Sugar Manufacturers' Association Incorporated. Further expansion of the industry for which a long term guarantee of sugar purchases by the United Kingdom is considered necessary, is contemplated provided the requisite capital can be attracted.

The total production of sugar during the 1948 crop amounted to 192,814 tons as against 170,254 tons in 1947. This quantity was disposed of as follows:—

	Quantity (tons)	Value
Exports (including value of Colonial Preference Certificates)	147,659	£3,681,738
Consumed locally	45,000	945,000
Damaged and lost in loading	155	
Production	*192,814	£4,626,738

*These figures relate to the crop year.

Rum

At present, rum is the only commercial by-product of importance obtained from the manufacture of sugar. It occupied third place in the colony's exports for 1948. The United Kingdom market, to which the bulk of supplies are exported, is weakening, and alternative uses for molasses, the supply of which will increase with the contemplated expansion of sugar production, are being explored.

Bananas

Bananas are slowly regaining their pre-war importance among Jamaica's major export crops, taking second place in the colony's exports for 1948. It is hoped that the decline of the industry during recent years as a result of the ravages of Panama and Leaf Spot diseases, has now been arrested. The following table of banana exports for the years 1938, 1947 and 1948 illustrates the decline of this industry, and its gradual recovery.

1938		1947		1948	
Quantity '000 stems	Value f.o.b. £'000	Quantity '000 stems	Value f.o.b. £'000	Quantity '000 stems	Value f.o.b. £'000
23,811	2,917	5,520	2,049	6,095	2,321

Measures for the resuscitation of the industry include an intensive spraying campaign conducted by the Banana Leaf Spot Control Board.

A considerable fillip to the expansion of the industry has been provided by the Ministry of Food's acceptance of the Lacatan variety on the same terms as the Gros Michel variety. In collaboration with the All Island Banana Growers' Association the Jamaica Government is sponsoring a programme for the expansion of Lacatan output by the wide distribution of seedlings grown in nurseries which are being established.

Cigars

It is now recognised that Jamaica cigars are among the finest in the world and the displacement of Havana (Cuban) cigars in the United Kingdom market by Jamaica cigars is a notable feature in the development of this industry. Unfortunately, owing to the high duty imposed on tobacco, and cigars entering the United Kingdom, exports to that market have fallen off, as shown in the table below:—

CIGAR EXPORTS TO U.K.

1938		1947		1948	
Quantity '000 lb.	Value f.o.b. £'000	Quantity '000 lb.	Value f.o.b. £'000	Quantity '000 lb.	Value f.o.b. £'000
32	17	696	906	228	502

Cocoa

Cocoa ranked fifth among the Colony's exports for 1948, the quantity exported amounting in round figures to 4,221,000 lbs., valued at £351,000 f.o.b. This commodity is under allocation by the International Emergency Food Council, and Jamaica's exportable surplus was all allocated to Canada, as in previous years.

Fortunately, witchbroom and swollen shoot diseases are not present in Jamaica. A scheme for the expansion of the industry has recently been approved.

Pimento

Jamaica holds the distinction of being almost the sole producer of pimento, a pungent spice which is valued as a food preservative. Exports of this commodity went to North America, Europe, South Africa and Australia.

Citrus and Citrus products

The citrus industry is becoming increasingly important in the economy of the island. Exports for 1948 amounted to 240,000 boxes to the United Kingdom, Jamaica's traditional market, and 90,000 boxes to New Zealand, making a total of 330,000 boxes. 8,935 long tons of Citrus pulp were also exported to the United Kingdom.

Citrus producers are organised into the Citrus Growers' Association, Limited, which under the Agricultural Marketing Law, 1944, has submitted a plan to the Government for the exclusive marketing of citrus and citrus products through the Association:

The Citrus Growers' Association has arranged a ten-year contract with the Ministry of Food for the supply of concentrated citrus juices in connection with the Child Welfare Scheme.

Coffee

Prior to 1942, the coffee industry of the Island had declined considerably. In an effort to correct this condition, the services of an expert were secured to advise on the proper methods of curing and testing coffee for grading. The testing and grading are now done in a Clearing House established in 1944, and operated by the Department of Commerce and Industries. With the sole exception of the famous Blue Mountain Coffee all coffee exported, must pass through this Clearing House.

Mr. A. J. Wakefield, formerly Agricultural Adviser to the Comptroller for Development and Welfare in the West Indies considered that coffee was of immense value to the Island and in 1944 prepared a report on the rehabilitation of the industry. Under his scheme money was provided by a Colonial Development and Welfare grant for the appointment of a Coffee Officer and for the erection of central coffee pulperies; the Officer was appointed in 1945. The first pulpery is now in course of erection and should be completed in time for the next coffee crop which is scheduled to commence in September, 1949. Coffee nurseries have been established at strategic centres and over 300,000 plants have been distributed to growers.

Although much remains to be done these efforts have been instrumental in improving the industry and, with the exception of small quantities of Triage B now being shipped to some of the other West Indian Islands, the Colony's entire exportable surplus of coffee is sold to the United Kingdom.

Coconuts

The coconut industry, which is regulated by Law, plays a major part in the domestic economy of the Colony. As a result of a hurricane in 1944, however, considerable damage was caused to coconut plantations and the industry is not expected to regain its former level of production until some time in 1951 or 1952. The resultant local shortage of copra, combined with the world shortage of oils and fats, has rendered very difficult the maintenance of adequate supplies of oils and fats for use by the two factories licensed under the Coconut Industry Control Law, 1945. The capacity of these factories is ample to meet the local demand for edible coconut oil, soap, butter substitutes, lard and lard substitutes.

In addition, a disease which has not yet been diagnosed and referred to as "unknown disease", continues to destroy coconut plantations. An intensive programme of research into the cause of the disease is now under way, under the direction of a Plant Pathologist appointed for that purpose.

Crops for Domestic Consumption

In order to lessen Jamaica's dependence on imported foodstuffs and to encourage agriculture, the Government offers minimum price guarantees for certain staple crops including pulses, maize, rice, potatoes and certain other root crops. The current guarantee for two years expires on the 30th of September, 1949. Prices are as follows:—

Maize—red variety	22/6	per 100 lbs.	
yellow variety	25/-	per 100 lbs.	
Pulses—congo peas	22/-	per 64 lb. bushel	
blackeye peas	22/-	do. do.	
red peas	36/-	do. do.	
cow peas	18/-	do. do.	
caroline peas	22/-	do. do.	
Potatoes	20/-	per 100 lbs.	
Yams—negro	18/-	per 112 lbs.	
Lucea	19/-	do. do.	
white	22/-	do. do.	
Rice ..	58/4	per 100 lbs.	(delivered Kingston)
	55/-	do. do.	(delivered elsewhere)
Guinea corn	14/-	per 100 lbs.	

Logwood

Logwood flourishes in the low lying southern and south-western areas of the island. The dye is extracted from the trees and roots and exported by the West India Chemical Works, Spanish Town. Exports of the wood are also made by produce merchants, but the market for logwood has declined in recent years due to competition from synthetic dyes. Research work undertaken in the United Kingdom indicates, however, that it has further commercial possibilities.

Honey

Jamaica produces honey of a high quality. Bee farmers are organised into the Bee Farmers' Association. The Department of Commerce and Industries marketed the 1948 crop in the United Kingdom. Exports totalled 164,175 gallons.

Maize

Maize is an important domestic crop, of which large quantities are used for the manufacture of cornmeal and for feeding animals. The sole cornmeal factory which is Government owned and operated by the Department of Commerce and Industries, has a capacity of about 120,000 98-lb. bags of meal per annum. During 1948 the factory purchased the following quantities of corn:—

Source	Quantity (tons)	Value
Imported	.. 4,406	£111,077
Locally grown	.. 2,931	85,393
	7,337	£196,470

Of the above quantity, 4,753 tons were utilised for the manufacture of 96,340 half-bags of cornmeal valued at £168,595. By-products from milling, which were used in the manufacture of feedstuffs, were 202 7/8 tons of corn bran and 14 tons of gluten meal valued at £2,262 and £16, respectively. The value of stocks on hand on the 1st of January and the 31st of December, 1948, was £14,875 and £81,230, respectively.

Feed Mixing Plant

This plant continues to manufacture large quantities of feedstuffs, using two basic inexpensive ingredients, namely corn bran—obtained as a by-product in the manufacture of cornmeal—and coconut meal obtained as a by-product in the manufacture of coconut oil. These basic ingredients are mixed with imported concentrates, and the resultant products are sold to farmers at prices below those of imported feeds. Details of the plant's production for the year 1948 are as follows:—

Feed		Quantity (tons)	Value
Cattle	..	1,448	£24,611
Poultry	..	256	5,448
Total		1,704	£30,059

Condensed Milk

In 1940, a milk condensary was opened at Bog Walk in St. Catherine by Messrs. Nestles, Ltd. It provided great impetus to the expansion of the dairy industry as it purchases surplus milk produced all over the island, collecting it by trucks along set routes for the factory. In 1948 the condensary purchased 8,811,690 quarts of milk as against 7,260,689 quarts during the previous year. The total production since the condensary commenced manufacture in 1940, all of which is consumed locally is shewn below:—

Year	Quantity	
1940	..	36,477 cases condensed milk
1941	..	75,534 do. do.
1942	..	80,421 do. do.
1943	..	81,720 do. do.
1944	..	93,138 do. do.
1945	..	120,285 do. do.
1946	..	130,000 do. do.
1947	..	187,055 do. do.
1948	..	231,514 do. do.

As indicated in the table, the production of condensed milk continues to increase. It is anticipated that the 1950 production will be sufficient for the island's needs.

Commodity Associations

The growth of Commodity Associations in Jamaica was notable during 1948. The following Associations have formed themselves into the Central Council of Primary Producers, which acts as the mouthpiece of primary producers on all matters pertaining to agriculture generally, with special emphasis on improved production and marketing methods:—

The Jamaica Agricultural Society
 The All-Island Banana Growers' Association, Ltd.
 The Bee-Farmers' Association, Ltd.
 The All-Island Jamaica Cane Farmers' Association, Ltd.
 The Jamaica Cigar Manufacturers' Association, Ltd.
 The Citrus Growers' Association, Ltd.
 The Coconut Industry Board
 The Jamaica Imperial Association
 The Jamaica Livestock Association, Ltd.
 The Sugar Manufacturers' Association (of Jamaica) Ltd.
 Jamaica Rice Growers' Co-operative Association, Ltd.

At a recent conference held in Barbados, the foundation was laid for the establishment of Commodity Associations on a regional basis covering the British Caribbean area.

TOURIST TRADE

The Tourist Industry has become Jamaica's greatest source of dollar earnings. It is estimated to have brought into the Island, during the past year, almost ten million dollars.

Among the features which have accounted largely for the Colony's popularity as a tourist resort and should assure its future in this respect, provided the necessary accommodation and amenities can be provided, are its easy accessibility from the United States of America, its fine climate with abundant sunshine and its outstanding scenic beauty.

Except during the war years the tourist trade has been steadily increasing since 1920 and in 1937, its "peak" year, before the war it ranked third in revenue earned for the Colony.

The year 1948 eclipsed in numbers of visitors and value, the previous record crated in 1947. Long-stay visitors exceeded the number for 1947 by more than two thousand and there was also a very satisfactory increase in the number of short-stay visitors. The total number of tourist visitors for the year 1948, namely 61,831, showed an increase of 8,361 over the total for 1947.

The summer traffic for 1948—April to September showed an increase of 2,000 over the previous year, the actual figures being 29,952 and 27,952, for the years 1948 and 1947, respectively.

Additional factors contributing to the importance of the industry are its value in improving the exchange situation, since the majority of Jamaica's tourists come from "dollar" countries, its influence both in respect of local production and development and in the interests of British trade—considerable quantities of British goods of high quality being purchased in the Colony by American, Canadian and other tourists and finally, its value as a means of providing employment.

The promotion of the tourist trade is in the hands of a Tourist Trade Development Board, a statutory body appointed by the Governor, assisted by a Commissioner and Staff, financed by a Government grant. Its operations include the maintenance of a Tourist Information Bureau at No. 80 Harbour Street, Kingston, whilst it has agencies in London (The West India Committee, 40 Norfolk St., London W.C. 2), Montreal (The Canadian-West Indian League, Sun Life Building, Dominion Square, Montreal), New York (Jamaica Tourist Trade Development Board, 400 Madison Ave., New York) and Miami (Arthur E. Curtis and Associates, 1633/34 DuPont Building, Miami). The industry has been assisted by the enactment of the Hotels Aid Law, which encourages the development of hotel accommodation by granting relief from income tax and remission of customs duties on materials and equipment.

CO-OPERATIVE SOCIETIES

The period under review was marked by an attempt to consolidate efforts of the previous years rather than to continue the very rapid development that has taken place in the Co-operative Movement hitherto. This was due to a recognition of the fact that in the absence of adequate legislation, and the attendant machinery for the required auditing and inspection services, any attempt to press forward at too rapid a pace, may work to the detriment of the Movement.

In order to meet this most urgent need, Government has under consideration the enactment of a Co-operative Law, and the establishment of a Co-operative Department under a trained Registrar, on whom the Law confers such powers of supervision inspection and audit as are necessary to ensure the proper development of Co-operative Societies,

Consumer and Credit Societies continue to predominate in the urban areas, while in the rural areas the bias is now on the promotion of General Purpose Societies which will undertake the supply of goods and services necessary to the development of a sound rural economy.

AGRICULTURAL DEPARTMENT

ACTIVITIES

During 1948, the Department of Agriculture continued its programme of experimental work at Agricultural Stations and Sub-stations as well as on plots loaned by or leased from private landowners, and a number of new investigations were initiated to meet the constantly growing demand from farmers for technical information and advice. In addition, improved planting material of various crops was raised for general distribution and the Department was actively engaged in many other extension activities. Close contact was maintained with the Jamaica Agricultural Society through whose staff advice based on the research work of the Department is passed on to the farmer and, in addition, ever increasing demands were made by the planting community upon the advisory services provided by the Department through its Specialist Officers.

Staff

The Department lost the services of the Director of Agriculture, who proceeded on pre-retirement leave in September, as well as those of the Senior Veterinary Officer, the Agricultural Economist and the Soil Conservation Officer. An Agricultural Statistician and two Veterinary Officers were appointed to fill existing vacancies while two junior Officers returned from study leave abroad and rejoined the Department. The posts of Deputy Director (Extension Services) and Deputy Director (Veterinary Services) remained vacant throughout the year.

Agricultural Stations

The development of three major Agricultural Stations and two minor Sub-Stations was continued and good progress was made in some directions. Two of the three major Stations—(Orange River in St. Mary and Grove Place in Manchester)—and both Sub-Stations—(Irwin in St. James and Canewood in Portland)—are well advanced but much yet remains to be done at Bodles in St. Catherine where lack of pumping equipment still constitutes a serious obstacle to progress. Unfortunately, very limited progress was made in the provision of staff quarters, accommodation for subordinate staff, offices, farm

buildings and the installation of requisite water, telephone, light and power supplies on these Agricultural Stations. Much of the equipment on order has still to be received.

The comprehensive programme of experiments and investigations was further extended, partly in accordance with previous plans, partly on account of new demands arising during the course of the year. Publication of the results of experiments has hitherto been unsatisfactory, but funds have now been provided to meet the cost of printing departmental bulletins and circulars through which the results of the Department's investigations and experiments will in future be made available to scientists, extension workers and farmers. A number of circulars has already been issued many more are in the press, and several bulletins will be published shortly. Many popular articles of general farming interest appeared in the local press.

Plant and Animal Inspection Services.

Plant and animal inspection and quarantine services were maintained by the Entomology and Veterinary Divisions respectively throughout the year, the increase in air traffic and the resumption of more normal shipping facilities resulting in heavy demands upon these services. Legislation was brought up to date by proclamation of the Animals (Diseases and Importation) Law, 1943, and plant importation legislation is being revised. The careful enforcement of these regulations, though at times irksome to individuals, has protected the Island from the introduction of new pests and from outbreaks of infectious diseases.

Veterinary Division

The Veterinary Division continued its work aimed at the prevention and control of animal diseases. Laboratory diagnostic services were maintained and vaccination against various diseases and blood testing were undertaken by the Veterinary Staff, which also devoted much time to advisory and clinical work. The Veterinary Division also continued its programme of investigations into certain diseases and mineral deficiencies, and a comprehensive survey on the control of ticks by dipping was completed. Swine Fever vaccine is now provided free in the vicinity of an outbreak of the disease and well below cost elsewhere.

Livestock

Various schemes calculated to improve the Colony's livestock formed an important part of the Department's activities. The long range breeding programme aimed at the development of better Jersey, Guernsey and Holstein dairy cattle was continued. The quality of bulls made available to the public through Livestock Improvement Centres and under Loan Bull Schemes continued to improve. 40 more heifers were added to the Revolving Herd, which now numbers 165. The Senior Livestock Officer visited many properties and advised stock owners in regard to their breeding programmes and in the selection of the most suitable animals.

The Artificial Insemination service proved increasingly popular in the area served from the centre at Hope. A careful survey of the need and possibilities in other areas was made and a second centre has since been established at Montego Bay. If this centre proves a success, it is planned to open additional centres to extend this service to other parts of the Island.

Legislation to control the practice of Artificial Insemination was drafted.

Poultry

Efforts to improve and develop the poultry industry have been continued. Flocks have now been established under a different system of management at each Agricultural Station, from which an increasing number of fertile eggs and selected roosters is being distributed to farmers. The Poultry Specialist gave lectures and advice throughout the Island, and carried out blood testing and vaccinations.

Sugar Cane

The Department of Agriculture is no longer actively engaged upon sugar cane research which is now carried out in its entirety by the Research Department of the Sugar Manufacturers' Association.

Bananas

An extensive programme of work in connection with bananas is in progress. The British West Indian Banana Research Scheme came into being during the year and a Banana Research Advisory Committee with the Principal of the Imperial College of Tropical Agriculture as Chairman and the Director of Agriculture as Vice-Chairman now co-ordinates all research work carried on in Trinidad and in Jamaica. The All-Island Banana Growers' Association, which is helping to finance the scheme, is represented on the Committee.

Under the scheme, the breeding work to produce varieties immune to Panama Disease has been taken over by the Imperial College, fundamental research and the breeding of synthesized male parents being carried out in Trinidad and crossing of these parents with Gros Michel and the related Highgate strain on the newly established Banana Breeding Station in Jamaica. Immune varieties are tested and compared with each other in field variety trials conducted by the Department of Agriculture and cold storage and ripening trials by the Department of Commerce and Industry.

The Island unfortunately lost the services of the Plant Pathologist appointed to undertake investigations into the aetiology and control of Panama Disease after only a few months of work. Several important investigations were, however, commenced and pending the appointment of a successor, the Department is maintaining and extending the work which was started.

The Department is also engaged in spacing, fertiliser and cultivation trials and is investigating the possibilities of speedier propagation.

Citrus

A number of experiments on different aspects of citrus production is in progress and additional experiments have been planned. A survey was carried out during which every citrus grove of over 5 acres was inspected and samples of fruit, leaves and soil were subsequently examined in the laboratory. Individual recommendations were then made and specific fertilizer programmes were suggested for each of the 200 holdings visited, and reliable advice to all other growers became possible as a result of this work.

The Citrus Expansion Scheme, launched at the beginning of the year, is well under way. Private nurserymen are being encouraged to raise budded plants up to the desired standards under a guarantee scheme, but the Department of Agriculture is raising the bulk of the trees required. The figures originally arrived at by the Department has been doubled following upon a tentative contract with the Ministry of Food for concentrated orange juice and it is now planned to distribute nearly 100,000 trees from agricultural stations in 1949 and 200,000 in 1950.

A limited number of trees may be supplied free to those growers whose farms are too small to enable them to qualify for citrus loans.

The Department has assigned a senior officer for special duties in connection with citrus and is collaborating closely with the Jamaica Agricultural Society and the Citrus Growers' Association to secure early top-working of unsuitable varieties and better attention to existing groves as well as extension of the area under citrus.

Coffee

The Coffee Rehabilitation Scheme has made good progress. Some 70,000 seedlings were distributed free during the year, bringing the total to 300,000 since the inception of the scheme in 1945. Experimental work in nurseries has resulted in the production of hardier seedlings. Demonstration plots have been established at Grove Place and Cave Valley, and individual recording of yields from these trees will form the basis for the selection of improved strains.

The first Central Coffee Factory intended to serve the Christiana-Dry Harbour Mountain area, is being built at Cave Valley and is expected to be ready to handle the coming crop.

The Coffee Officer, in collaboration with the Field Officers of the Jamaica Agricultural Society, did much useful demonstration and propaganda work on coffee culture among farmers in the coffee producing areas of the Island.

Coconuts

Experiments on various aspects of coconut cultivation are in progress on Agricultural Stations and on a privately owned plot, the latter financed by the Coconut Industry Board. The "Unknown Disease" is still taking a heavy toll of the remaining coconuts in the western end of the Island but it has at last been possible to secure the services of a Plant Pathologist to devote his whole attention to investigating this disease.

Cacao

Preparations have been made for a comprehensive cacao experiment to be planted up at Orange River.

A scheme for the production of rooted cuttings of high yielding strains imported from Trinidad and selected locally has been approved. The first objective is the production of 100,000 to 150,000 rooted cuttings for distribution in 1951. One propagating unit has already been built under this scheme and is in operation. Additional propagators will be built as further nursery material becomes available for propagation.

Forage and Fodder Grasses and Legumes

Forage and fodder grasses and legumes are under investigation through a number of critical experiments and test plots on Agricultural Stations and an extensive series of simple observation plots on private properties throughout the Island. These investigations are co-ordinated with an expanded pasture management programme, under which basic experiments are being carried out at Grove Place where, in addition one large scale grazing experiment has been started and preparations for a second one have been made.

Food Crops

With the transfer of responsibility for banana breeding work it has been possible to devote more attention to other crops, and food crops are now receiving considerably more attention than formerly. The examination and testing of existing genetical material and selection of that best suited to different ecological conditions is now in progress. The maintenance and building up of soil fertility in rotations of food crops is also the subject of several experiments.

Fertilizer experiments on Irish Potatoes carried out on a number of private properties have yielded valuable information which will form the basis of advice to growers in the various potato growing areas.

Tobacco

The Department is co-operating in a tobacco spacing and fertilizer experiment on private land, the results of which will be available and are likely to be of benefit to tobacco growers in that area.

The Agricultural Economist completed the field work in connection with a comprehensive study of the tobacco industry, including consideration of production and marketing arrangements here and abroad, and his report will shortly be ready for publication.

Community Farming

The Lucky Hill Community Project, an experiment in communal farming, made good progress during the year under general direction of the Department of Agriculture working through a Managing Committee. Production has increased considerably to the benefit of the settlers who share all profits, and social conditions have been improved by the completion of 29 cottages, the addition of a piped water supply and the installation of electric light and power. This experiment is one of profound importance not only to Jamaica but also to other countries and is attracting increasing attention from overseas.

The Department took over control of Grove Farm in St. Catherine during the year and is actively engaged in the establishment of a community settlement of ex-servicemen and local agricultural workers. The original approved scheme is not entirely satisfactory and is likely soon to be modified by the application of lessons learned from the Lucky Hill Project.

Selected Seed Multiplication Scheme

A subsidized pedigree seed multiplication scheme was approved during the year but the conditions have not proved sufficiently attractive to private growers. It is clear that such a scheme will take some time to become established and in the meantime requirements of pedigree seed can be supplied by the Lucky Hill and Grove Farm projects.

Farm Implements Scheme

A Farm Implements Scheme was also approved during the year under which Government purchases and supplies tractors and implements to contractors on a hire-purchase basis on condition that these units are used to cultivate farmers' lands at controlled rates. Delivery of equipment has been slow but five units have been placed. Further equipment has been purchased but issue has been delayed pending the arrival in the Island of certain necessary implements.

Farm Improvement Scheme

The Farm Improvement Scheme under which £288,000 is available by way of outright grant and £209,500 by way of loans to assist farmers to conserve and develop their holdings in accordance with approved plans did not make the progress that had been hoped. All aspects of the scheme were therefore examined in the light of experience and modifications calculated to achieve the end in view have been approved.

Divisional Senior Agricultural Officers serve as Secretaries of the Divisional Committees and carried out inspections of holdings selected for development.

Soil Conservation Demonstrations

In the absence of a Soil Conservation Officer, this work has been carried on by Divisional Senior Agricultural Officers in collaboration with the Field Staff of the Jamaica Agricultural Society. A number of holdings has been developed during the year under the Soil Conservation and Mixed Farms Demonstration Scheme and a soil conservation experiment has been laid down on a difficult plot of land leased for this purpose in North Manchester. While progress with soil conservation work is in general slow and what has been accomplished is negligible in relation to what is necessary, there are indications of greater appreciation of the need and encouraging progress has been made in some localities.

Jamaica School of Agriculture

The decision was taken that the proposed transfer of the Jamaica School of Agriculture from Hope should not take place for at least five years and consideration is now being given to effecting needed improvements and additions.

The School completed another successful year, twenty-three students passing out with Diplomas in Practical Agriculture. Sixty-five applications for admission were received from suitably qualified candidates, but it was impossible to admit more than twenty-four bringing the total number of students to seventy.

Public Gardens

The Public Gardens at Hope, Castleton, Cinchona, Bath and King's House were maintained in excellent condition throughout the year. The Gardens at Hope were extended.

LAND ADMINISTRATION

The scope of the Lands Department activities now include:—

- (i) The administration of the island-wide Land Settlement Programme commenced in 1938 and for which estates totalling 123,512 acres in area have been acquired, subdivided and allotted to small holders;
- (ii) The administration of 260,000 acres of Crown Lands together with all Government property owned in the Island;
- (iii) The valuation and acquisition of lands required by Government for other public purposes;
- (iv) The settlement of Ex-British West Indies Soldiers World War I;
- (v) The control and disposal of all holdings forfeited for non-payment of Taxes;

- (vi) The administration of Twickenham Park Agricultural Centre;
- (vii) The control of all documents relating to Government Property;
- (viii) The administration of Food Production Tenancies;
- (ix) The settlement of Ex-Servicemen, World War II.

During the year 1948, several acquisitions of properties for purposes of land settlement were made. Thirteen properties embracing some 19,500 acres of land and scattered throughout eleven parishes were acquired. This brings the total acreage acquired for land settlement to 143,012 acres.

The Department also concluded negotiations for the acquisition of other Government properties involving over £60,745 for schools, tank sites, playgrounds, hospital sites and forest reserves. The valuation involved a sum of £194,000.

Settlement of Ex-Servicemen World War II

The total number of applications received to the end of 1948 was 2,044; of these 1,267 have been settled on the land settlements and private holdings acquired.

Social Welfare Services.

The Social Welfare Services operated by this Department have their Settlers' Associations and Women's Clubs. These are a means of adult education, improvement in home life, and help to foster the communal spirit. Community Halls in most areas are built largely through communal efforts.

The development of co-operative activities among settlers continues to progress; the primary and most successful projects being co-operative savings in 89 Thrift Clubs; co-operative marketing of eggs and such agricultural products as pimento, coffee, cocoa and ginger; collective marketing of milk to the condensary which has made rapid forward strides; citrus to the Citrus Growers' Associations the registration of Cane Farmers and the marketing of cane to the sugar factories; and co-operative purchasing of farmers' requisites through Buying Clubs.

CHAPTER 7—SOCIAL SERVICES

EDUCATION

Jamaica possesses ten Endowed schools of the Grammar school type whose origins go back to the eighteenth century. Founded in pre-Emancipation days, they have been adapted to the needs of the times and are still rendering excellent service today. Early attempts to provide for primary education were due to various religious bodies to whose missionary zeal Jamaica owes so much. For a short time after Emancipation, Education was assisted by grants from the Imperial Government which have been renewed some hundred years later under the Colonial Development and Welfare Acts. During the intervening century Education has been entirely dependent on funds voted by the local Government and on the contributions both in money and in services by the Churches.

These combined resources have proved quite inadequate to meet the needs of an ever-growing population and to keep pace with the general advances in educational systems.

Within the last decade however there has been a heavy increase in the expenditures for Education and recently local resources have been supplemented by grants from the British Treasury. Between the years 1938-39 and 1947-48, the total annual expenditure on Education has risen from £283,000 to £1,169,000. While this increase is impressive, the funds available are quite inadequate to provide for the normal educational needs of 369,000 children between the ages of four and fifteen as well as for the more specialised forms of education above that age.

For children below the normal school age of seven, provision is made in 29 Infant schools and Departments. Financial assistance is also given to several Infant Centres and one urban and one rural centre are now in operation under a Colonial Development and Welfare Scheme. The present policy is however to give priority to provision for children of the normal school age.

Out of 264,000 children between the ages of seven and fifteen, 186,000 are enrolled in the Primary schools, of which there are now 675, but there are numerous private schools throughout the island. Of the grant-aided primary schools, some 70% are owned by the various churches, but several of these have recently been taken over by Government.

Attendance is not compulsory except in the towns and for various reasons, including economic conditions and lack of accommodation, is not strictly enforced anywhere.

Of the Elementary Schools destroyed by the hurricane of 1944, 15 have not yet been replaced. Construction work on 8 of these is about to be started, while new sites are being acquired for the other 7. It is hoped to have all 15 completed during 1949.

From funds provided from Colonial Development and Welfare, 16 Government and Leased Schools were built, providing 3,650 places complete with furniture.

From Local funds, 9 Denominational Schools and 4 Supplementary or Open Air classrooms were built, providing 1,685 and 570 places respectively a total of 2,255 places.

Of the 5,905 places provided this year, 2,342 were new places while 3,563 were replacements of condemned places. There are 11 Government and Leased Schools and 1 Denominational School at present under construction, not yet completed. It is hoped to commence shortly another 12 Government and Leased Schools and 9 Denominational Schools.

The difficulty of land acquisition and the scarcity of imported building material have slowed down the progress of the work as well as increasing the cost of building.

Sixteen thousand pounds was provided of which £2,500 was expended to the 31st March, 1948 from Colonial Development and Welfare funds in the provision of free reading and arithmetic books, slates, exercise books and other school materials.

Great efforts have been made to improve the agricultural teaching in schools by increasing the size of their gardens and, in many cases, these are now able to make substantial contributions to the school lunches. Apart from School Gardens the keeping of cows recently introduced in certain schools, has helped to increase the nutritive value of meals by the addition of milk to the dietary. Fifty new Canteens were built during the year and there are now over 300 Canteens and Feeding Projects. In Kingston lunches are provided from a central kitchen. A very pleasing feature is the gradual introduction of cooked meals in place of dry lunches in necessitous areas. During the year several Canteens used Food Yeast.

In the towns, boys receive instruction in manual training. All girls are taught sewing. Facilities for teaching Domestic Science are at present very limited but handicrafts of various kinds are very generally taught.

Instructional films are shown throughout the country schools by means of vans provided by Jamaica Welfare.

Physical training has of late received a great deal of attention and modern methods have been introduced.

Apart from private schools, there are now 25 grant-aided Secondary Schools, of which ten are Trust Schools, to Government, and thirteen founded by religious bodies. Attendance at these schools continues to increase, the enrolment of 5,170 for the year showing an increase of 6.21 over the previous year. This figure includes 830 scholarship or exhibition holders. Some of these schools offer boarding facilities. The larger schools give instruction up to and including the Cambridge Higher School Certificate syllabus.

An enquiry into Secondary education in Jamaica by a Committee headed by Dr. Kandel resulted in a report which suggested a complete reorganisation of Post-Primary Education. This was followed up by a Committee which worked out these recommendations in detail and in 1946 put forward a "Plan for Post-Primary Education in Jamaica". This Plan is under consideration by Government but in anticipation of its acceptance financial provision for giving effect to its recommendations has been included in the draft Ten Year Plan. A new Education Bill is being drafted.

In order to provide an alternative to academic education for the Post-Primary group and to encourage Rural Vocational education, Practical Training Centres have been established in the course of the last ten years. They are now four in number three for boys and one

for girls, conveniently distributed throughout the island. The Boys' Centres concentrate on Agriculture but also give preliminary training in various trades. Facilities are provided for further training by means of agricultural apprenticeship and Trade Scholarships. The Girls' Centre is primarily devoted to home making in its broad sense and includes in its teaching Home Economics, Dressmaking and Dairying. It is now known as the Jamaica School of Home Economics.

Owing to the desire to encourage farming as an occupation on the one hand and the need to introduce a more skilled type of farmer on the other, the scheme has been broadened to include several Young Farmers Settlements. These are now in an advanced stage of development and despite some setbacks, most of the lads are doing well and in a number of cases have built their own homes.

Technical Education is handicapped by the fact that the demand for it has altogether outrun the capacity of the present buildings.

Every year shows an increase in the enrolment both in Day and Evening classes. Plans have been prepared for a new and much larger range of buildings on a new site when a suitable one can be procured.

Meanwhile, the school, in the heart of Kingston, provides the urban youth with courses in Engineering, Building Construction, Domestic Science, Commercial Work and Dressmaking. It also provides a Centre for the instruction of children from the Elementary schools of the city.

HEALTH

The following table gives the number of cases of certain diseases treated in public hospitals, (in-patients) during 1948, deaths there from and the total number of cases known to the Medical Department (*i.e.* including outpatients and cases treated in dispensaries and clinics.).

CASES TREATED IN PUBLIC HOSPITALS (IN-PATIENTS), DEATHS AND TOTAL NUMBER OF CASES KNOWN TO MEDICAL DEPARTMENT IN 1948.

Diseases	Cases treated in Hospitals (in-patients)	Total deaths from these diseases	Total number of cases known to Medical Dept.
VENEREAL DISEASES			
Syphilis ..	1,834	83	24,034
Gonorrhoea ..	1,023	..	24,768
MALARIA ..	5,161	204	15,661
YAWS ..	38	..	66,475
PULMONARY			
TUBERCULOSIS ..	1,771	882	7,094
ENTERIC ..	1,034	213	1,103
APPENDICITIS ..	1,343	8	1,802
INFLUENZA ..	55	..	450
MYOCARDITIS ..	259	68	535
DIABETES ..	241	44	761
LEPROSY ..	189	7	189
PNEUMONIA ..	161	27	206

The following table gives the ten Leading Causes of deaths during the years 1947 and 1946.

LEADING CAUSES IN 1947 AND 1946 AND RATE PER 100,000 POPULATION

Causes of Death	Rate per 100,000 Population	
	1947	1946
Heart Diseases	137.9	118.0
Pneumonia (and Broncho-Pneumonia) .. .	121.0	134.8
Diarrhoea and Enteritis .. .	101.6	75.4
Nephritis .. .	89.4	91.4
Tuberculosis of the Respiratory System .. .	89.2	89.8
Malaria .. .	86.7	71.5
Syphilis .. .	81.0	78.5
Intra-cranial Vascular Lesions .. .	72.1	73.1
Cancer .. .	56.4	57.7
Typhoid and Paratyphoid Fevers .. .	38.0	38.9

HEALTH—VITAL STATISTICS

Births

The total number of births registered during the year was 41,741 as compared with 43,256 in 1947 and 39,918 in 1946. The birth rate per 1,000 of population was 30.92 as compared with 32.59 in 1947 and 30.76 in 1946. 68.0 per cent. of all births were illegitimate, as compared with 68.26 per cent. in 1947 and 67.71 per cent. in 1946.

Deaths

The total number of deaths registered was 17,897 as compared with 18,756 in 1947. The death rate was 13.26 per thousand of population as compared with 14.13 in 1947. The death rate of 13.26 for 1948 is the lowest ever recorded.

Infant Deaths

Deaths of infants under one year registered in 1948 totalled 3,611; 3,976 in 1947. The provisional infant mortality rate for the year is 86.51 per thousand live births—(91.9 in 1947). This is the lowest rate ever recorded in Jamaica.

Prevention and Cure of Diseases

The prevention and cure of diseases in Jamaica and its Dependencies are the special responsibility of the Medical Department which for purposes of administration is divided into a Health section and a Hospitals and Personnel section, each under an Assistant Director of Medical Services who are directly responsible to the Director of Medical Services.

The Sick are cared for in hospitals, at dispensaries and at special clinics. The Medical Department now provides hospital care in 21 General Hospitals, in a Maternity Hospital in Kingston (the Victoria Jubilee Hospital), a Tuberculosis Sanatorium (George V Memorial Sanatorium), a Tuberculosis Hospital, a Mental Hospital and a Lepers' Home. There are also a Pathological and Bacteriological Laboratory and a modern X-Ray Department with 2 full-time Radiologists.

There are now 115 Medical Officers, Specialists and Assistant Medical Officers, as well as 18 Medical Officers (Health).

The health section of the service has various divisions each with a divisional officer. In addition there are Medical Officers of Health in each of the 13 parishes and in health centres. The principal divisions of the Health section are Health Education, Tuberculosis, Venereal Diseases, Malaria, Yaws and Quarantine, Infant Welfare and Ante-Natal work.

The Central Board of Health with the Director of Medical Services as Chairman, coordinates and guides the work of the Local Boards of Health. The Local Boards each have a Health Department with a full-time staff of Medical Officers of Health, Public Health Nurses, Sanitary Inspectors and Midwives (District Nurses).

Health Education

The Bureau of Health Education, Colonial Development and Welfare Scheme D485, completed its third year. A Health Education Course for school teachers was organised and attended by 32 teachers. Every parish in the Island (with one exception) was represented. The general programme of public health education was intensified. The printed word exhibits, posters, display cases, cinema were used extensively throughout the Island. The Bureau distributed 217,508 pieces of literature and gave 66 film shows to approximately 13,356 persons. 3,499 persons viewed the Bureau's health exhibits.

Pulmonary Tuberculosis

Once more Pulmonary Tuberculosis headed the list of notifiable diseases in Jamaica. There was a total of 1,258 cases notified in 1948 as against 1,377 in 1947.

Case-finding was intensified especially in Kingston. Persons recently arriving in Kingston or living in Kingston for less than 5 years were invited to attend the Chest Clinic on Tuesday afternoons for a tuberculin (patch) test. Positive reactors were X-Rayed. A travelling X-Ray Unit operated in rural areas.

There was an increase in the number of beds for isolation and treatment bringing the total of available beds to 680.

During the year B.C.G. vaccine was introduced in Jamaica. Supplies were received from the Henry Phipps Institute, Philadelphia, and vaccinations given to approximately 400 tuberculin negative reactors. Recommendations are being made to construct a B.C.G. Laboratory in Jamaica.

Venereal Diseases

In 1948 special clinics continued to operate at 6 centres in the parish of St. Catherine and at Montego Bay and Kingston. All hospitals carried out work in venereal disease control.

The use of penicillin in the treatment of Early Syphilis was intensified. It is now used almost exclusively to treat cases of syphilis in pregnant mothers. Its use will be extended to other cases of syphilis when more hospital facilities become available. A start was made during 1948 to use Streptomycin in the treatment of Granuloma Inguinale. The results obtained are so far satisfactory, but it is yet too early to make an accurate appraisal as to its ultimate benefits.

During 1948 a greater number of patients sought treatment for Syphilis and Gonorrhoea than in any other year, due mainly to increased health education activities and personal interviews by specially trained personnel instituted in the Kingston Clinics.

Malaria

Extensive anti-malarial measures continued in thirty five areas throughout the Island. The measures applied were primarily confined to:—

- (a) Construction of sea-heads
- (b) Reclamation, drainage and salinization of swamps
- (c) Cleaning of rivers and streams
- (d) Application of larvicides (Paris Green and Oil)
- (e) Distribution of anti-malarial drugs (Paludrine, Atabrine and Quinine).

Field operations were intensified and in spite of the unusual increased rainfall from June to the end of the year malaria cases did not reach an alarmingly high level.

Yaws

Four Units were in operation during 1948. These Units had 3,776 cases of yaws under control of which number 1,950 were discharged as cured, and 162 had left the areas or ceased attendance at the Units for other reasons.

Typhoid

1,038 cases of typhoid fever were reported during the year, showing an appreciable decrease of cases (1,349 in 1947). The incidence of this disease is however still far above the normal.

Leprosy

Lepers are treated at the Lepers' Home, Spanish Town. During 1948, 188 cases were treated in the Lepers' Home. 3,138 Promin Injections were given. The Lepers' Home is under the control of the Medical Department but is operated by the Marist Sisters of the Roman Catholic Church.

Infant Welfare

Clinic for the pre-school child are held at the Child Welfare Association in Kingston and in different sections of the Island by the Medical Officers (Health) and their Public Health Nurses.

At all clinics the mothers are taught the proper care of babies.

Ante-Natal Work

Ante-natal Clinics are held at Victoria Jubilee Hospital and the Child Welfare Association in Kingston as well as in other parts of the Island under local Medical Officers (Health) and their Public Health Nurses. Bookings for hospital delivery are done through Ante-Natal Clinics. All pregnant women are Kahn tested.

District Nurses (Midwives) are subsidised by Parochial Boards and appointed to various areas in order to give midwifery services not only to persons able to pay for such services but also to indigent persons.

Education in Maternal and Infant Care is carried on by the Bureau of Health Education.

HOUSING

The need for good housing is urgent and widespread. In the urban areas the poorer sections of the population are housed mostly in rented tenements, consisting of separate holdings with one or more dwellings on each. Sanitary and other conveniences are provided in detached out-buildings. In rural areas the peasants live on small holdings in houses which range from huts with mud plastered walls and thatched

roofs to cottages with wooden or concrete walls and shingled or corrugated iron roofs. Most of these holdings are owned by the inhabitants. In some districts barracks are provided by estate owners for permanently employed labourers.

Persons of higher income groups live in detached houses of which approximately 33½% are owned by the occupiers, the remainder being rented.

A beginning was made with housing improvements in 1937, under the provisions of Cap. 69 of the Laws of Jamaica from funds provided by loan and spent for the most part in the Corporate Area of Kingston and St. Andrew. Under the Slum Clearance and Housing Law 1939, Government has power to carry out housing, slum clearance and improvement Schemes for the benefit of the working classes of the community. With the assistance of Colonial Development and Welfare funds it has been possible to continue the programme of housing schemes and the work will proceed to the full extent of the funds which can be allotted to housing purposes.

There are numerous areas to be dealt with by Slum Clearance Schemes and these are receiving attention while emphasis is placed on the provision of new houses.

Subject to provision of funds, Government action will take the following forms:—

- (a) acquisition of land and building new houses both for rent and sale;
- (b) making grants and loans to owner-occupiers for repair, construction and improvement of houses;
- (c) clearing and re-development of slum areas;
- (d) fixing standards of accommodation so as to lessen overcrowding;
- (e) conducting research into housing design and use of materials.

It is proposed at present to provide assistance only for the working classes. Assistance under the housing programme contemplated will be limited, except in urban areas, to holdings costing not more than £250.

Laws relating to building operations and the sub-division of lands are administered by the Local Authorities comprising the Kingston and St. Andrew Corporation and the Parochial Boards. The respective Laws and Regulations thereunder require revision in the light of present day requirements and the necessary amendments are under consideration.

With the assistance provided under the Colonial Development and Welfare Act, supplemented by Government Funds, the Central Housing Authority carried out Housing Schemes for a number of urban and rural areas. Seven Schemes were approved at an estimated cost of £160,150. In the Corporate Area three Schemes were approved for providing 56 eight-roomed tenements of various types in Trench Town and 22 four-roomed tenements in Denham Town at an estimated cost of £122,300 to accommodate 1,608 persons. Four Schemes to cost £37,850 were approved for rural and urban areas in the parishes for providing 99 cottages and 20 four-roomed tenements to accommodate 466 and 222 persons, respectively. During the year under review 84 cottages consisting of 185 rooms and 60 tenements with 408 rooms were completed making a total of 144 buildings comprising 593 rooms, providing accommodation for 1,780 persons. 32 buildings were under construction. The expenditure under this programme amounted to £122,294.

Although most of the work was done departmentally, experiments were undertaken in co-operative measures in rural areas with a view to securing the maximum contribution by those to occupy the houses

and reducing building costs. Local materials were used as far as possible and there was improvement respecting supply of hardware items which have to be imported.

Subsidies are allowed in both urban and rural schemes. The aim is to allow an average subsidy of 33½% covering the entire development programme. It has been necessary, however, to increase this amount to fully 90% in the urban schemes in consequence of increased building cost and a decision not to increase rents with a view to keeping the scheme within the means of poor tenants.

Progress has also been made in connection with a Rehabilitation Housing Scheme to assist in the repair and re-construction of houses damaged by the hurricane which occurred in August, 1944. A sum of £875,000 was approved as a loan free of interest, by His Majesty's Government, for re-loan to sufferers in the hurricane areas. During the year 1,411 dwellings were completed making a total of 6,189 and there were 522 buildings under construction. A sum of £200,000 was approved under the Scheme to be paid as subsidies to "Owner-Occupiers" of houses not exceeding a value of £200. Payments aggregating £46,541 were made during the year and with previous subsidies the total paid to date amounts to £138,749 in reduction of the indebtedness of hurricane sufferers.

The Central Housing Authority continued the work of providing houses for Ex-Servicemen. During the year, 263 dwellings were completed housing some 1,050 persons and 20 other dwellings were under construction. The expenditure amounted to £37,711. Extension of this class of housing received consideration in collaboration with the Lands and Re-Absorption Departments.

In connection with the Emergency Housing Scheme at Cockburn Pen for persons from Western Kingston—16 Units comprising 160 rooms were completed. 480 persons were housed and the expenditure amounted to £12,522.

SOCIAL WELFARE

The main agencies through which general welfare work is promoted are Jamaica Welfare (1943) Limited, which operates on a grant received under the Colonial Development and Welfare Act, the Lands Department which has centred its welfare work upon land settlements, and voluntary organisations, including, of course the churches. In addition 4-H Clubs have continued their work amongst young people and whilst the Clubs have a definite agricultural bias, they also aim at character building. Youth work in Kingston and St. Andrew has been fostered by the Kingston and St. Andrew Youth Council.

All the official agencies operate under the control of Government, acting with the advice of the Secretary for Social Welfare Services who is an Officer in the Secretariat; this Officer is also a co-ordinating link between all voluntary services and Government. The majority of the voluntary services are affiliated to the Central Council of Voluntary Social Services.

JAMAICA WELFARE (1943) LTD.

In 1937, funds obtained from a cess on their banana exports, were made available by the United Fruit Company and the Standard Fruit & Steamship Company for the development and welfare of the people of Jamaica, particularly of the peasant class, and Mr. N. W. Manley, K.C., was invited by the Companies to arrange for the administration of the scheme. A non-profit Company, Jamaica Welfare, Ltd., was formed in June, 1937, with a Board of Directors under the chairmanship of Mr. Manley.

With the outbreak of war and the cessation of banana exports the Fruit Companies contributions ceased and in 1943 a grant of £15,000 was made to the Company from funds provided under the Colonial Development and Welfare Act, to enable it to continue its activities. In 1944, a further subsidy of £150,000 was made to the Company under the same Act, the grant to be spread over five years at the rate of £30,000 a year. The constitution of the Company was altered so as to place its finances under Government control and its directorate was increased so as to include representatives of Government, Local Government Bodies and other semi-Government and voluntary Social Welfare organizations. The Board of Directors now consists of twenty persons, under the chairmanship of Mr. Manley, and includes two Government officials (the Secretary for Social Welfare Services and the Commissioner of Lands), two members of the House of Representatives, and representatives of the Parochial Boards, the Jamaica Agricultural Society, the Agricultural Loan Societies Board, the Central Housing Authority, the Co-operative Development Council, the Jamaican Christian Council and the Central Council of Voluntary Social Services. The staff consist of a Manager, a Secretary and others.

Jamaica Welfare (1943) Ltd., aims at the promotion and development of economic and constructive social welfare services, based on self-help. Its methods are to stimulate or create in district communities a desire for self improvement and a sense of individual responsibility, to urge these communities to study their problems and develop mutual aid through organised group action; to stimulate community planning and action through Community Councils; to encourage and develop leadership; and to assist in the development of the co-operative movement.

The Company's operations cover every parish of the Island; it has Resident Officers in thirteen Welfare districts in twelve parishes, while four officers are assigned for co-operative development work over the entire island. The Company co-operates as far as possible with all other social welfare bodies or other Agencies engaged in Co-operative work, the chief among these being the Education Department, the Jamaica Agricultural Society, the Agricultural Loan Societies Board, the Central Housing Authority, and various Co-operative and Credit bodies such as the Jamaica Poultry and Farmers Federation, the Jamaica Credit Union League and the Jamaica Co-operative Union Ltd.

Community Organisation

In 1937-38 the Company erected two large community halls at Guy's Hill (in the parish of St. Mary) and Porus (in the parish of Manchester), to meet the needs of wide areas, but it was subsequently decided to establish instead smaller affiliated centres, making use of existing buildings, e.g., schoolrooms.

Community activities may be grouped under two heads, viz.:—
The Educational—including social and cultural efforts, and the **Economic**—including Co-operatives, Home and Village industries and projects. Groups turn to the technical Departments and Agencies for guidance and for services according to their needs. Affairs are managed by Community Councils (Village Committees in the early stage) consisting of representatives of the member organizations and direct members. At present there are 51 Community Councils organized in 13 districts and 77 Village Committees (leading to Community Councils) a total of 128 Councils and Committees. Community Councils are in turn encouraged to join in forming District Councils and three such Councils have been formed.

Pioneer Clubs

Pioneer clubs have been formed for young men and women who are not members of other organisations, and the number of these clubs is now 127.

Leadership Training—

Leadership training has been carried on through 149 Training Days, 1,570 Leadership Classes, 308 Demonstrations, 41 Observation visits, 17 Training Camps.

Cinema Units

This service was inaugurated in collaboration with the Education Department in 1938. Three units, each having a lecturer and a Technician, operate in eleven parishes, the itineraries providing for shows in selected villages at intervals of six weeks. Additional centres are served on Saturdays and Sundays. These Shows are well attended; 514 shows were given in 1948, at which 141,839 person (approximately 67,342 adults and 79,421 children) were present.

Co-operative Movement—

There are three Regional Co-operative Officers in addition to the Officer assigned to the Corporate Area of Kingston and St. Andrew.

Agricultural Projects

Practical projects, based on co-operative action and with an agricultural bias have been assisted, the principal being:—

- (1) Tomato growing
- (2) Potato growing
- (3) Poultry rearing groups have been organised—
- (4) Soil conservation projects. (Groups have been formed and work carried out in several villages).
- (5) Erection of simple farm buildings
- (6) Co-operative use of farm implements (officers of the Company assisted to organise the first Farm Implements Co-operative in the Island in 1948)

Business Training

Training in Business Methods for Co-operative Groups was launched with a Travelling Accountant and has been particularly successful in the Training of Secretaries in the Tomato Growers' Associations of St. Elizabeth. The training of Secretaries is an interesting and encouraging development, and there has been marked intensification of Leadership Training in this specialist field.

Tree Planting Campaign

Encouragement to the Tree Planting Campaign project amongst co-operative groups was particularly successful in North-West St. Catherine and Western St. Mary areas, where in co-operation with Forest Department, and the Agricultural Agency, groups organised by the District Welfare Officer, planted over 15,000 trees.

Poultry Co-operatives

Poultry Co-operatives, which are organized in collaboration with the Jamaica Poultry Farmers Federation, continue to show much progress. During the year ending December, 1948, the groups produced the record number of 103,549 dozen eggs, of which groups organised by Jamaica Welfare supplied 33,614 dozens.

Coffee Growers' Associations

The Company's Officers continue to assist the Officers of the Jamaica Agricultural Society with the Coffee Growers' Association of St. Thomas, and a plan for co-operative development has been submitted and approved by the Society.

Rice Growers' Associations

In 1948 assistance was given to the Jamaica Agricultural Society to form the All Island Rice Growers Co-operative Association and in organising the local Rice Co-operatives.

Tomato Growing

There are 14 Tomato Growers' Associations whose leaders and secretaries have been given training by the Company. The Company also assists in the development of tomato growing in South St. Elizabeth. Jamaica Vegetables Ltd., the tomato co-operative, continue to operate successfully.

Home and Village Industries

The review of the operations of Cottage Industries Department resulted in a thorough re-organisation of the business side which has been entrusted to a subsidiary society of the Jamaica Welfare Cottage Industries Agency Ltd.

Community Centre and Better Village Programme

The 3F (Nutrition) Campaign ("Food for Family Fitness") has been organised by Officers of the Company. Co-ordination of the efforts of all Agencies engaged in the Campaign is effected by a Central 3F advisory Committee under the Chairmanship of the Secretary of Social Welfare Services.

The members of the Community Councils have been in most cases directly responsible for the set up of Action Committees and furnishing the voluntary leaders for the Campaign.

Strong features of the work are FIRST—close collaboration of the work with other Organisations which continue to be effectively promoted by means of regional conferences, and SECOND—the enthusiastic response of voluntary local leaders in Leadership Training Courses and Get-togethers.

Publications

The Company publishes a monthly magazine, "The Welfare Reporter" which receives steady support from Social Welfare bodies, and from persons in the rural areas. The Company also publishes some 33 instructive pamphlets on various subjects.

3-F CAMPAIGN

The 3-F Campaign has been continued through the year and is now operating in 12 districts, three additional districts having been added. The districts are divided into two regions each having a whole time officer to do the main organising work. The following figures give some indication of the main results:—

Action Committees	..	75
Projects completed	..	2,052

The basic planning and general organising work has again been undertaken by Jamaica Welfare (1943) Limited and the work co-ordinated by a Central 3-F Advisory Committee under the chairmanship of the Secretary for Social Welfare Services.

A number of pamphlets have been prepared, and others are being prepared with the assistance of various departments.

4—H Clubs.

The 4-H Club Movement provides opportunities for all young people between 10 and 21 years of age to acquire practical knowledge and skill in Agricultural and Home-making activities, and at the same time brings them into contact with the Agricultural Extension Service.

The Clubs are operated under the auspices of the Jamaica Agricultural Society, by means of a grant made by the Colonial Development and Welfare Act, of £42,000 spread over 5 years.

Management is vested in a Central Managing Committee with personnel from the Board of the Jamaica Agricultural Society, Jamaica Welfare (1943) Ltd., Government, and co-opted members.

There are in existence 238 clubs having 8,063 members.

The clubs are guided in their activities by voluntary leaders of which there are 1,386.

SOCIAL WELFARE TRAINING COURSE

The West Indies Social Welfare Training Course was held in Jamaica from June to December, 1948 with Miss Dora Ibberson, C.B.E., M.A., Social Welfare Adviser to the Comptroller for Development and Welfare in the West Indies acting as Dean. The Course was attended by 20 students drawn from the British West Indian Colonies and included theoretical and practical work. The lectures included Sociology, Psychology, Economics, Rural reconstruction, Co-operatives, Social Work, Elocution, Community Analysis, Social Hygiene. Lectures were given by Dr. Madeline Kerr, M.A., Ph.D., Mr. A. F. Wells, M.A., and Dr. Ivy Pinchbeck, M.A., Ph.D., and also by Government Officers, leaders in voluntary services and Senior Officers of Jamaica Welfare (1943) Limited, the Company arranging field work for the Students.

VOLUNTARY SERVICES

The Central Council of Voluntary Social Services has continued as the central body to which have been affiliated most of the voluntary organisations. The people of Jamaica owe a debt of gratitude to all these organisations which have rendered valuable service to the community.

The Child Welfare Organisation has operated a Scheme on behalf of Government and distributed 532,000 tins of condensed milk at a reduced rate of 3d. per tin to poor mothers of children under school age. The basis of distribution has been one tin per child per week.

The Jamaica Federation of Women has also undertaken work on behalf of Government and has with the help of the 'Save the Children Fund, the Society for the Prevention of Cruelty to Children' and the Salvation Army, supplied clothing to school children who are unable to attend school owing to lack of suitable garments.

The Kingston and St. Andrew Youth Council has maintained the work of over 80 Youth Clubs, all of which are operated by voluntary leaders. The Secretary for Social Welfare Services has been the Chairman and has had the assistance of two Organising Secretaries.

Relief of Destitute and Disabled

Poor relief, otherwise known as public assistance, is administered by the Local Authorities, *i.e.*, the Kingston and St. Andrew Corporation and Parochial Boards, under the control and guidance of the Board of Supervision, a Statutory Body with an Administrative Secretary appointed under the Poor Relief Law, (Cap. 53). The Local authorities operate through Poor Relief Committees. The limited funds available to these local authorities do not permit of very extensive relief the weekly allowances now vary from 2/- to 10/- per week in case of families with many dependents: Almshouse accommodation is available in each parish for the chronic sick, aged and infirm paupers who are considered to be better served by indoor or institutional relief. Homes are rented for some poor persons and clothing is also distributed to needy cases on an average of twice per year. Medical comforts, equipment, transportation and burial are other forms of relief granted. Orphan children and others needing Poor Relief, are maintained at homes or charitable institutions, or Government Industrial Schools. On the 31st March, 1948, there were 16,591 registered paupers of which 12,649 were receiving weekly allowances, 2,645 were inmates of Almshouses, and 1,297 were children in Charitable Homes and Industrial Schools, 81 children were boarded with foster parents. There were 5,724 children dependent on the number of registered paupers. The expenditure on poor relief during the year ended 31st March, 1948, was £226,961 being spent as follows:—

Administration.....	£34,018
Outdoor relief.....	£89,591
Almshouses	£65,003
Children in Homes, etc.	£38,349

There are also numerous Charitable Organisations which are supported either by endowments or by public subscription, and with or without a Government grant: these institutions play a very important part in public assistance. The chief of these are:—

The Salvation Army, which operates the following charities:—

- (a) Institute for the Blind,
- (b) Bethesda Home for Girls (the girls are trained in domestic work)
- (c) The Nest (home for babies of leper parents)

The Kingston Charity Organization Society,
 The Manchester Charity Organization Society,
 The Jewish Home,
 The Gray's Charity,
 Boys' Town,
 Mannings Home (for children),
 Pringle Home (for girls),
 Rio Cobre Home,
 St. Vincent de Paul Society,
 Verley Home,
 Wortley Home (for children),
 St. Christopher's Home (for the deaf and dumb).

There is a Lepers' Home at Spanish Town which is financed by Central Government but managed by the Marist Sisters.

Juvenile Delinquency, etc.

The new comprehensive Juveniles Bill has now passed the Legislature and will be proclaimed as soon as it is possible to introduce its provisions into the country. Under the new Bill an authority for the care or protection of children will be set up and all neglected or delinquent children will be the responsibility of this authority. The Bill provides for juvenile courts and is in harmony with all modern legislation. The probation service is being built up and proving increasingly useful throughout the country.

CHAPTER 8—LEGISLATION

The law of Jamaica consists of the Common Law of England, such English statutes as prior to the enactment of Act I George II, Chapter I (Jamaica) were esteemed, introduced, used, accepted or received as Laws of Jamaica, such Imperial Statutes subsequent to the accession of King George II as have been applied to Jamaica either at the time of their enactment or subsequently by Order in Council, and local statutes. A Revised Edition of the local Statutes was promulgated, pursuant to law, with effect from the 1st day of August, 1939, during the year 1939.

2. Forty-seven Laws were enacted during the year 1948.

The following is a brief summary of those Laws which may be considered to be of greatest general interest:—

The Sugar (Reserve Funds) Law, 1948 (Law 2 of 1948)

This Law was enacted in order to give effect to an agreement reached following discussions between the Ministry of Food and representatives of the British West Indies Sugar Association (Incorporated) whereby a part of the increase in price agreed to be paid for British West Indies sugar as from the 1st January, 1947, should be utilized for the establishing in each Colony of three funds, namely, a Price Stabilization Reserve Fund, a Capital Rehabilitation Reserve Fund and a Labour Welfare Fund, for the benefit of the sugar industry as a whole.

The Land Bonds Law, 1948 (Law 6 of 1948)

This Law enables the Government, if the vendor is willing, to pay the purchase price for land acquired for the purposes of land settlement either wholly or in part by the issue of interest bearing bonds.

The Diplomatic Privileges (Extension) Law, 1948 (Law 15 of 1948)

This Law confers diplomatic privileges and immunities on every international organisation and its staff and on every representative of a member government and the staff of such representative while attending any international conference in Jamaica.

The Probation of Offenders Law, 1948 (Law 27 of 1948)

This Law modernizes the Law relating to the probation of offenders and provides for the appointment of a principal probation officer with supervisory and organising powers and also provides for the appointment of probation committees to review the work of probation officers.

The Cement Industry (Encouragement and Control) Law, 1948 (Law 29 of 1948)

This Law is designed to encourage the establishment of a cement industry in Jamaica by extending to persons who engage in that industry certain exemptions from customs duty and tonnage tax and certain relief from income tax.

The Motion Picture Industry (Encouragement) Law, 1948 (Law 34 of 1948)

This Law is designed to encourage the establishment of a motion picture industry in Jamaica by extending to persons who engage in that industry certain exemptions from customs duty and tonnage tax and certain relief from income tax.

The Income Tax (Amendment) Law, 1948 (Law 38 of 1948)

This Law amends the Income Tax Law, in several respects the most important of which are the simplification of the method of claiming relief from double taxation, the assimilation of the liability of building societies to that of industrial and provident societies, and provision for relief from income tax in certain cases in which it was felt that relief was justified.

The University College Hospital Law, 1948 (Law 40 of 1948)

This Law establishes a teaching hospital and incorporates a Board of Management for that hospital and confers upon that Board the powers necessary to operate and manage the hospital.

The Coffee Industry Regulation Law, 1948 (Law 43 of 1948)

This Law provides for the establishment of a Coffee Industry Board and confers on that Board wide powers to regulate the coffee industry with a view to its rehabilitation.

The Juveniles Law, 1948 (Law 44 of 1948)

This Law is a comprehensive enactment providing for the care and protection of juveniles and for the trial and treatment of juvenile offenders.

CHAPTER 9—JUSTICE, POLICE AND PRISONS

LAW AND COURTS

The system of law in Jamaica is based on the common law of England, on such laws and statutes of England "as were, prior to the commencement of 1 George II Cap. 1, esteemed, introduced, used, accepted or received, as Laws in the Island, save in so far as any such laws or statutes have been, or may be, repealed or amended by any Law of the Island", and on local statutes called Laws.

The Courts of the Island are:—

1. The Supreme Court of Judicature.
2. The Resident Magistrates Courts
3. The Petty Sessions Courts
4. Coroners Courts.

The Supreme Court which consists of the Court of Appeal and the High Court of Justice is a Superior Court of record and exercises jurisdiction in every type of case civil and criminal.

The Judges of the Supreme Court are the Chief Justice of Jamaica and four Puisne Judges.

The Court of Appeal, which is constituted by three Judges, hears all appeals, civil and criminal, from the High Court and from the Resident Magistrates Courts, as well as appeals from the Grand Court of the Cayman Islands and from the Supreme Court of the Turks and Caicos Islands, and there is also provision for Justices in Petty Sessions to state cases for the opinion of the Court.

Appeals from Justices in Petty Sessions, in tax cases, and from certain statutory bodies are heard by a Judge of the Supreme Court sitting in Chambers.

A Judge of the Supreme Court sitting in a Circuit Court, with a jury, has jurisdiction to try all indictable offences.

Cases of every type come before the Supreme Court from time to time. On the civil side, actions for negligence and matrimonial causes are the most numerous. On the criminal side offences under the Larceny Law which include burglary, housebreaking and all kinds of larcenies predominate.

A Resident Magistrate's Court has jurisdiction:—

- (a) in common law where the amount claimed does not exceed £100 and without limit to the amount of debt or damage claimed where the parties agree that the Court shall have jurisdiction;
- (b) in equity where the amount in dispute does not exceed £200;
- (c) in land disputes where the annual value of the land does not exceed £50;
- (d) in probate and administration where the value of the estate does not exceed £300;
- (e) in bankruptcy where the estate is below the value of £200;
- (f) in criminal matters within the limits set out in the Resident Magistrates Law or where any Law gives jurisdiction to the Court to try any offence.

The Petty Sessions Courts are presided over by the Resident Magistrate if present, or by Justices of the Peace, and exercise jurisdiction in minor offences where jurisdiction is given by statute.

There is a Coroners Court for each parish. It is presided over by the Resident Magistrate who is ex-officio Coroner for the parish. The Coroner sits with a jury of not less than seven and not more than thirteen.

The Bar and Solicitors enjoy the same rights as they do in England.

The Attorney General's Department consists of the Attorney General, the Solicitor General, a legal Draftsman and three Crown Counsels.

The Crown Solicitor's Office consists of the Crown Solicitor, the Assistant Crown Solicitor and a Clerk to the Crown Solicitor who is also a Solicitor.

POLICE

The Jamaica Constabulary Force is constituted under the Jamaica Constabulary Force Law Chapter 129 of the Revised Edition of the Laws of Jamaica, and consists of Gazetted Officers, Sub-Officers and Constables. Sub-Officers and Constables are divided into three distinct branches, viz.:—

The Uniformed Branch

Water Police

Detectives

The Criminal Investigation Department comprises a Fingerprint Bureau, Criminal Records Section, Modus Operandi Bureau, Photographic Branch and Special Branch.

The Immigration, Passport and Aliens Department was made a branch of the Police Force on the 1st April, 1948. This Branch is headed by a Superintendent of Police. In this connection the officer holding the office of Commissioner of Police was from that date designated Chief Immigration Officer.

The Establishment of the Force consists of a Commissioner of Police and a Deputy Commissioner of Police, 10 Superintendents, 9 Senior Assistant Superintendents, 17 Assistant Superintendents, 435 Sub-Officers and 1,340 Constables making a total of 1,813 personnel.

In addition to the Establishment there is a rural Police Force constituted under the District Constables Law Chapter 131 of the Revised Laws of Jamaica consisting of a number of District Constables and Special District Constables. The District Constables are paid from Public Funds whilst the Special District Constables are paid by the person upon whose application they are appointed.

The duties of the Rural Force are akin to those of the Regular Constables and their powers of arrest are similar.

Authorised Persons having authority to deal with cases of Praedial Larceny and persons suspected to larceny of agricultural produce and crops are appointed by the Commissioner of Police under the Unlawful Possession of Agricultural Produce Law, Chapter 413 of the Revised Laws of Jamaica.

On the 27th July, 1948 Superintendent W.A. Calver, Executive Officer in charge of Re-organisation, was appointed Commissioner of Police.

There was a general increase of preventable crime during the year.

	1947	1948	Decrease	Increase
Burglary	725	787	..	62
House breaking ..	899	822	77	..
Larceny from the dwelling ..	1,312	1,458	..	146
Shop breaking ..	805	822	..	17
Larceny from the person and robbery	760	653	107	..

The general increase was largely attributed to the following factors:—

- (1) Increased unemployment;
- (2) Deterioration of social economic conditions;
- (3) Deployment of police personnel for extended periods combating public disorders consequent on grade disputes and political meetings.

PENAL ADMINISTRATION

Prison administration is under the control of the Director of Prisons assisted by a staff consisting of a Deputy Director, three Superintendents and 390 others.

2. There are three prisons, namely:—

- (1) The General Penitentiary;
- (2) The St. Catherine District Prison; and
- (3) The Richmond Farm Prison.

Each of these prisons is under the control of a Superintendent and staff.

3. The *General Penitentiary*, which is situated on the Kingston waterfront, has two Divisions, the Male and the Female. The Male Division is intended for prisoners serving sentences of over nine months with hard labour. Work done by these prisoners includes domestic duties (cooking and cleaning), baking, carpentry, furniture-making, tinsmith-work, quarrying for limestone and the manufacture of lime, plumbing, mat and mattress making and masonry. The Female Division provides accommodation for all female prisoners. Its inmates are occupied in the making and laundering of linen and clothing for Government Departments and the Public Hospitals in Kingston. Selected prisoners attend sewing classes arranged by social welfare bodies and the proceeds from the sale of their work are used to assist them on discharge.

4. The *St. Catherine District Prison* comprises a 200-acre prison farm and is situated near Spanish Town. It is intended for male prisoners serving terms of nine months and less, without hard labour, and for juveniles. The work carried on is mainly agricultural.

5. *Richmond Farm Prison*, comprising approximately 400 acres and situated near the town of Richmond in the parish of St. Mary, was established in 1944 with funds provided under the Colonial Development and Welfare Act. The purpose was to provide training in agricultural and farm work for specially selected prisoners, with a view to fitting them to become competent farmers on the expiration of their sentences. This represents the first attempt at segregation by character of the prisoner and a departure from the usual practice of surrounding a prisoner with physical restrictions. From 1944, when the first twelve prisoners were transferred to Richmond Estate to live in the Great House, steady progress has been made in developing and making a success of the scheme.

During the year under review, the prisoner muster increased steadily from 113 to 210 prisoners, and this increase was reflected in the development of the farm and the training of prisoners employed in working it under conditions which they must use on discharge. Details of the work done by prisoners will serve as an illustration of the varied tasks applicable to agricultural training, viz.:—sawing lumber, malarial control, spraying bananas, wire fencing, repairing roads, shoeing of mules, land repairing carts, bee-keeping, the planting and propagation of bananas immune to Panama Disease, manufacture of coconut oil from coconuts picked on the estate, cultivation of sugar cane, sweet potatoes, coconuts and cassava.

Recreation and education have not been neglected. Cricket matches are played regularly between prisoners and local clubs, staff take part in the games. School classes have been taken in the evenings after work by one of the staff.

6. *Prison Population*—The number of prisoners in the prisons in 1948, was as follows:—

	On 1.1.48	On 1.12.48	Daily Average
General Penitentiary Male			
Division ..	1,087	1,214	1,061
Female Division ..	70	88	91
St. Catherine District Prison			
Adult Division ..	702	678	720
Juvenile ..	64	65	62
Richmond Farm Prison ..	113	171	148
	<u>2,036</u>	<u>2,216</u>	<u>2,082</u>

Approximately 38% of the number of male prisoners received into the General Penitentiary were on their fifth or more conviction and 91% were sentenced to serve from nine months to three years. Of the female prisoners about 62% were admitted on first conviction and 87% were sentenced to serve less than six months. Approximately 54% of the prisoners received at the St. Catherine District Prison were on first conviction and 57% were sentenced to less than six months.

7. *Medical Attention*—The health of the staff and prisoners is the responsibility of three Medical Officers and three dispensers.

8. *Recreation and Education*—The facilities for recreation in these prisons, with the exception of the Richmond Farm Prison, are limited, games being provided principally for the juveniles. There are two teachers on the staff of the Department one at the General Penitentiary and one at the St. Catherine District Prison but their activities also are confined mainly to juveniles.

9. *Religious Services*—Religious services are held regularly each week in all prisons.

10. *Boards of Visitors*—There is a Board of Visitors, appointed by the Governor for each Prison.

11. *Prisoners in Lock-ups*—In addition to the prisoners confined in the prisons, persons serving very short sentences (*i.e.*, up to ten days) or held pending trial are confined in lock-ups at the Head Stations of the Constabulary of which there are fourteen in the Island.

CHAPTER 10—PUBLIC UTILITIES

WATER SUPPLIES

All public water supplies in the Colony are owned by the Central or Local Government Authorities. The provision of adequate and potable water supplies is the responsibility, in the Corporate Area of Kingston and St. Andrew of the Water Commission, a statutory body appointed by the Governor under the Water Commission (Corporate Area) Law, Cap. 66, and in the other parishes, the Parochial Boards, with the assistance, financial and otherwise, of the Government. The Public Works Department, through its Hydraulics Branch, prepares or advises on all new major schemes. The All-Island Water Advisory Board, a non-statutory body appointed by the Governor, advises Government on all matters affecting water supply.

Corporate Area

Kingston and lower St. Andrew are supplied with water from seven sources namely: the Hope River and the Hermitage Reservoir, both of which are gravity supplies, and five pumping stations. The Hermitage Reservoir impounds the Wag Water and Moresham Rivers at a point about 12 miles from Kingston and has a capacity of 430 million gallons. More recently a large reservoir has been constructed at Mona in St. Andrew, to be fed from the Hope River, but it is not yet in operation. The pumping stations are the Long Mountain Well (capacity 4 million gallons a day), the Montgomery Corner Well (capacity 1 million gallons a day) and the Race Course well (capacity three-quarter million gallons a day). The Trench Town well (capacity one million gallons per day) the Oakland Road well (capacity one and one half million gallons per day). These wells are operated by electrically driven deep well turbine pumps.

The water is treated at four purification centres, namely at Sea View, Constant Spring, Hope and Cavaliers. The Constant Spring Filtration Plant is the largest; it consists of 8 Rapid Gravity Filter Units with the necessary settling basins and chemical equipment and has a capacity of 8 million gallons a day. All of the water supplied is sterilized by chlorination. The standard of purity is well maintained, daily bacteriological examinations being carried out in the Commission's laboratory; in addition further independent examinations are made by the Government Pathologist for the Medical Officer of Health.

During the great part of the year, the gravity supplies are sufficient to meet the demands of the public and the pumping stations are kept for use in periods of drought. The average daily consumption of water amounts to approximately 16 million gallons which is distributed through 305 miles of mains to approximately 20,000 rate payers; the total estimated population served is 200,000. About 35 per cent. of the services are metered there being approximately 7,000 water meters installed at the present time. There are also approximately 1,500 fire hydrants which are maintained by the Commission.

The Water Commission also operates the sewerage system in Kingston. There are at present nearly 52 miles of sewer (mains) and the system is divided into three zones, namely, the High, Mid and Low Level Zones. The High and Mid Level Zones drain to two Disposal Works in Western Kingston, where the sewerage is specially treated, and the clarified effluent discharged into the harbour. The Low Level Zone is drained to the Darling Street Pumping Station, where it is pumped by electrically driven centrifugal pumps to the open sea on the Eastern side of Kingston harbour.

Other Parishes

In the parishes outside of the Corporate Area, there are 36 main public water supply undertakings, consisting of reservoirs fed from rivers or boreholes, which furnish supplies by gravity or by pumping. The average output of water from these projects ranges from 2,500 to 720,000 gallons a day and they supply areas ranging from one to thirty-eight square miles with populations ranging from 1,000 to 12,500 persons. Seventeen of these water supplies are chlorinated and five also have filtration plants—it is proposed to provide chlorination and filtration for others as finances permit. In addition there are 197 public rain-water tanks and 32 public wells, while 337 small springs provided with protected catchments serve as public water supplies. These water supplies are operated and maintained by the Parochial Boards. For piped supplies a water rate is imposed in each area of supply, while the tanks and wells are kept mainly as reserves in times of drought.

IRRIGATION WORKS

There are three principal irrigation schemes, namely, the Rio Cobre Irrigation Works, the Vere Irrigation Works and the Black River Drainage and Irrigation Scheme.

Rio Cobre Irrigation Works

This irrigation scheme which is supplied with water from the Rio Cobre River in the parish of Saint Catherine, was constructed by Government in 1870, and is maintained and operated by the Public Works Department. The main canal and its branches total over 41 miles in length and embrace an area of nearly 50,000 acres of which 30,000 acres are capable of being irrigated. About 20,769 acres are now under irrigation which includes over 8,000 acres of cane, over 1,000 acres of bananas, over 9,000 acres of guinea grass (mainly used for dairy farming) and over 200 acres of mixed cultivation. The quantity of water supplied is approximately 16,154 cubic yards per hour.

Vere Irrigation Works

This undertaking which is situated in the Vere District of the parish of Clarendon is under the control of the Vere Irrigation Commission, a statutory body consisting of 5 members of whom 3 are nominated by the Governor, and 2 elected by the owners of the properties. The water is derived from the Cockpit River in Lower Clarendon, and the scheme at present utilises 5,000 cubic yards per hour.

The irrigation canals are $7\frac{1}{2}$ miles in length, and are divided into two portions, a low level canal and a high level canal. The low level canal, about $2\frac{1}{2}$ miles long, extends from the Cockpit river to the pumping station where a pumping plant is established for pumping the water to higher levels.

Black River Drainage and Irrigation Scheme

The Black River in Saint Elizabeth contains in its upper reaches large areas of morass which cause periodical flooding and the creation of swamps and the purpose of the scheme is to keep the waterways of the river and its tributaries clear and to drain the surrounding swamps. The scheme is operated by the Black River Drainage and Irrigation Board, a statutory Body (Law 50 of 1941), consisting of a Chairman and six members and comprising Representatives of the Government, the Parochial Board and the property owners. Since 1941, approximately 3,000 acres of swamp lands have been reclaimed.

ELECTRIC LIGHT AND POWER

Electric light and power in the Colony are supplied by private companies under license, the largest of which is the Jamaica Public Service Co. Ltd. Up to August, 1948, this company also operated the Tramway System in the Corporate Area but this has now been replaced by a privately owned Bus Company.

The Jamaica Public Service Co. Ltd., supplies electric light and power to the Corporate Area of Kingston and St. Andrew and through a system of high tension transmission lines, aggregating approximately 200 miles, extends a similar service to the towns of Spanish Town, Bog Walk, Linstead and Old Harbour in the Parish of St. Catherine and to the town of May Pen in the Parish of Clarendon, as well as to nearly all of the large banana and sugar properties in the parishes of St. Catherine and Clarendon. The company also provides a light, power and ice service to the towns of Montego Bay, Port Antonio and St. Ann's Bay on the north coast, and a light and power service to the towns of Brown's Town, Ocho Rios, Oracabessa, Port Maria, Falmouth, Lucea and Black River.

The company operates a Steam Power Station in Kingston totalling 11,985 Kva, a Hydro Station at Bog Walk totalling 1,160 Kva, a Hydro Station on the Upper White River in St. Ann of 4,250 Kva and a Hydro Station on the Roaring River in St. Ann totalling 4,500 Kva. Preliminary engineering work is already being carried out on a further Hydro Station on Lower White River to develop an estimated 5,860 Kva. The smaller communities are at present supplied from individual Diesel plants.

In addition to the activities of the Jamaica Public Service Co. Ltd. the following townships and their environs are served with electric light and power by small private companies or individuals under license, the supply being locally generated.

- (a) Mandeville, Christiana and Spaldings in the parish of Manchester
- (b) Savanna-la-Mar in the parish of Westmoreland (Government owned)
- (c) Morant Bay in the parish of St. Thomas.

Some sugar estates and commercial undertakings also operate electrical generating stations for power supply to their factories.

TELEPHONE SERVICES

The Telephone services throughout the Island are operated by a private company, The Jamaica Telephone Co. Ltd., under licence. The company has for a long time held a licence for operations in Kingston and the suburban areas of Saint Andrew where a modern automatic service is provided, but in 1945 it purchased from the Jamaica Government the All-Island Telephone System which had been installed by the Government in 1939. This system affords communication between all but two of the parishes, serving one or more of the principal towns in each. This system comprises 28 telephone stations which are operated from three exchanges.

BROADCASTING

The most important development in the history of broadcasting in Jamaica occurred in May, 1947, when the Government announced that it was prepared to accept proposals for the establishment of a commercial broadcasting station in the Island.

Regularly scheduled broadcasts in Jamaica were commenced in November of 1939, when Mr. John F. Grinan, a well-known radio

amateur, presented his transmitting equipment to Government for this purpose. The equipment was designed for the intermittent use over short periods which is normal in amateur radio, but from time to time it was possible to increase the "staying power" of the equipment and, thereby, the daily programme period. Since 1939 the normal service has been increased from one hour a week to twenty-eight with additional broadcast periods during important conferences and sports fixtures.

The equipment is located in a small private house in the residential area of St. Andrew, which serves as offices, studios and transmitter station, and while ZQI, as it has been known since early in 1940, has a very wide following in all parts of the island it has long been recognised that further development of the service is impossible under the present restrictions of space, staff and equipment. The station is supported by an annual vote from public funds, and the allocation for programmes is approximately one pound per hour of air time. Operation is complicated by the fact that there are no sound-proofed Studios; that reception and other equipment must be used within a matter of feet of the 1,200 watt transmitter and directly under transmitting antennae, while nine years of operation have produced vast quantities of transcriptions, records, spare parts and so on for which there is no suitable storage space. The staff has worked, in many cases, for seven days a week without vacation, and it has been becoming increasingly clear that such conditions cannot continue and that the full uses of broadcasting cannot be employed under such circumstances.

It was with these thoughts in mind that Government decided that the only way in which the reasonable demands of the listening public could be met was through commercialising the service. Funds were not available under the Colonial Welfare and Development Act, nor were collections from licences likely to support an expanded service, let alone provide the very considerable capital expenditure involved in setting up a regular station, with studios and offices, transmitter and receiver stations.

Several applications were received for the granting of the franchise, and early in October, 1947, an *ad hoc* committee, appointed by the Governor in Executive Council, commenced work on the examination of the various applications with a view to reporting to Government on which appeared to be the most suitable to the needs of the Colony.

In the light of this report, it was decided by the Governor in Executive Council to recommend that the application of the Jamaica Broadcasting Company, Limited, be accepted. Thereafter a second *ad hoc* committee was set up to work out the details of the agreement and licence with the applicant company, which is anxious to establish a wired re-diffusion scheme in addition to a regular broadcasting system.

Discussions continued through a series of twelve meetings, and in due course recommendations were made to Government on the form which the various documents should take.

As however, there can be no positive guarantee that an agreement will be reached between Government and the applicant company by any specific date, plans are constantly being considered for the improvement and possible expansion of the existing service within the limits imposed by shortage of funds, staff and equipment.

CHAPTER 11—COMMUNICATIONS

SHIPPING

The volume of imported cargoes continued at a high level despite the stringency of dollar control. There was a fall in U.S.A. imports but there was at the same time an increase in U.K. imports.

Exports of sugar rum and citrus continued on a very satisfactory scale and a substantial trade in tomatoes was established with the U.S.A.

During the year there was a decline in cigar exports. Shipments of bottled rum to U.K. continued good.

A regular passenger service now exists to the U.K., but none with the U.S., Canada and Central America, travel to these places being for the most part by air on an increasing scale.

CIVIL AVIATION

During 1948, there was a steady increase in air traffic.

The following airlines operated regular scheduled flights through the Palisadoes Airport:—

British South American Airways Corporation
 British West Indian Airways, Limited
 British Caribbean Airways, Limited
 Trans-Canada Air Lines
 Pan American Airways, Incorporated
 Chicago and Southern Air Lines, Incorporated
 K.L.M. (Royal Dutch Airlines)
 Caribbean International Airways, Limited.

In addition, 28 non-scheduled airlines of various nationalities operated regularly through this Airport.

There were 3,480 flights by scheduled commercial aircraft, 1,044 flights by non-scheduled commercial aircraft, 52 flights by private aircraft, and 477 flights by military aircraft—making a total of 5,053.

Montego Bay Airfield was operated by Pan American Airways, Incorporated, under the supervision of the Civil Aviation Department and was open to limited international traffic and internal services. During the year, there were 269 flights by various airlines, through Montego Bay, to and from foreign ports, and 283 internal flights. Steps are being taken to have this airport operated by the Civil Aviation Department in 1949-50.

Grand Cayman. Alighting areas for flying boat operation were maintained at Grand Cayman, Little Cayman, and Cayman Brac; the latter, however, can only be used when the prevailing wind is from the south.

Turks Island. A small landing strip is, at present under construction, but is usable by light aircraft.

South Caicos. The landing strip was available to all aircraft for purposes of emergency.

The Kingston Oceanic Air Traffic Control Centre, and the 7th Regional Notam Centre, were established at Palisadoes in April, 1948 (on which date International Civil Aviation Organisation procedures were implemented in the Caribbean), and provided air traffic control services to all aircraft within or passing through the area (150 nautical miles radius of Palisadoes). In addition, the Government Aeronautical Radio Station (MRX) provided air-to-ground, point-to-point and meteorological communication services.

RAILWAY .

The Jamaica Government Railway, 207½ miles in length, traverses the island in two main lines and three branches. The main lines are from Kingston to Montego Bay (112½ miles) and from Spanish Town to Port Antonio (63½ miles) while the branch lines are from May Pen Junction to Frankfield (23 miles), from Bog Walk to Linstead (3 miles) and from May Pen to Fort Simonds (5½ miles.)

During the year a portion of the track on the Ewarton Branch line from Linstead to Sterling Castle was put out of service, due to greatly diminishing traffic.

Due to an increase in the passenger traffic as a result of the reduced rates, it has been necessary to replace some of the steam trains, which, during 1948, had been substituted by Diesel operated Rail Cars.

The Railway has entirely converted from coal burning to oil burning steam locomotives, resulting in substantial economies in operation.

The Revenue for the year ending December 31, 1948 was £338,133 and the expenditure was £628,725. Banana traffic remained steady during the year but with the introduction of a new variety—known as the "Lacatan"—there does appear to be a ray of hope for this industry. In pre-war years banana traffic formed 80% of the Railway Freight revenue, but at present the allocation is only 33½%. As regards general merchandise traffic efforts have been made by intensive canvassing to recapture "bulk traffic", e.g., wagon load lots of cement, fertilizer, sugar bags, lumber and machinery, etc., and which have met with much success. On October 1, 1948 passenger fares were reduced to pre-war level, which have been appreciated by the travelling public. The Railway wharves have also enjoyed another busy period, chiefly in general cargo, so that wharfage earnings have maintained a high figure.

ROADS

Jamaica is, on the whole, well served by roads, but owing to the mountainous nature of the Island a great length of roadway is required to enable agricultural produce to be transported to the towns and ports. There are at present 4,594 miles of roadway capable of carrying motor traffic, of which 604 miles are surfaced with asphalt. Of this 2,555 miles are arterial or main roads, maintained by the Public Works Department, and 2,137 miles are secondary or parochial roads, maintained by the Kingston and St. Andrew Corporation and the Parochial Boards. The majority of these roads are in good condition. In addition there are many hundred of miles of bridle tracks, 3,357 parochial, 2,021 bridle and other roads under the care of the Parochial Authorities.

The area of the Colony being 4,404 square miles, the road development is equivalent of 1 mile of motor road to every 0.96 square mile of area.

A number of useful road improvement or construction works was carried out during the year, but there was no major item of road work which calls for special comment.

ISLAND TRAFFIC AUTHORITY

14,535 motor vehicles were registered during the year ending on March 31st, 1948.

The removal of the tram cars, with the taking over by buses of public passenger transport in the Corporate Area was the most important event during 1948.

Transportation between points in the rural areas and between those points and Kingston is satisfactory. Besides approximately 100 buses

now detailed for this service there is a number of trucks and station waggons which assist the agriculturists in conveying their products to the various marketing centres.

2,784 accidents were reported during the year ending on March 31st, 1948, of which 42 proved fatal. These figures represent an increase of 1,061 more accidents and 11 more fatalities than in the previous year.

POSTAL SERVICES

There are 309 Post Offices and 60 Postal Agencies, and a daily exchange of mail (except on Sundays) is carried on with the Head Office in Kingston. Internal mails are transported by the Jamaica Government Railway, the Public Works Department, private contractors and, in the Corporate Area of Kingston and St. Andrew by the tramways of the Jamaica Public Service Company.

On the 31st December, 1948, there were 60 postal telegraph and 181 public telephone offices in the Island, in addition to 45 telegraph offices operated by the Jamaica Government Railway Telegraphic Service.

In April, 1946, a wireless circuit was established for the first time, between Head Office and the Montego Bay Post Office, as an auxiliary to the land line telegraphs. A similar installation has been established at White Sands Beach P.O. during the year.

As regards overseas telegrams, Cable and Wireless (West Indies) Limited, operates direct circuits from Kingston to Turks Islands, Bermuda, Barbados and Halifax, Nova Scotia. At Halifax semi-automatic re-transmission is provided to Montreal and London giving a virtually direct circuit from Kingston to both places. The system also provides direct circuits to Santiago-de-Cuba, Havana (Cuba) New York City, San Juan and Ponce, Puerto Rico. The special Empire Flat Rates Scheme whereby messages between any two parts of the British Empire can be sent at greatly reduced rates is in operation. Greeting Letter Telegrams between Empire Countries may be sent at 5/- for 12 words. There is an overseas telephone service with the United States of America, Canada, Cuba, Mexico, Bahamas, Puerto Rico, and the United Kingdom, the connection being made through Miami, Florida.

A reduction of the existing air mail rates collected by Government from the general public for the use of the air mail services maintained by P.A.A. Inc., for the transportation of mails from Jamaica was effected during the year. The reduction made it possible to provide a uniform postage charge of 6d. to all Western Hemisphere countries.

PUBLIC WORKS DEPARTMENT

In addition to the work of the Department, both advisory and constructional, in respect of Colonial Development and Welfare Schemes, which are commented on elsewhere, its activities in 1948, covered the following:—

- (a) the maintenance of 2,555 miles of main roads, 789 bridges and 4,151 public buildings with an estimated expenditure of £538,658. This includes £101,143 for flood damage repairs usually ranging from £50,000 to £100,000 per annum.
- (b) the construction of extraordinary and minor works (roads, buildings, water supplies, etc.) estimated at £759,739 the greater part of which was carried out during the year.
- (c) rehabilitation works, as under:—
 - Improvements to roads in Portland, and St. James.
- (d) surveying of, and advising on, Government and Parochial projects (roads, buildings and water supplies).

CHAPTER 12—LITERATURE, ARTS, ETC.

HISTORICAL RESEARCH

The West India Reference Library of the Institute of Jamaica continues to serve as the recognized source of information in the Western Hemisphere for all engaged in historical research concerning the Caribbean.

This unique library, together with the Colonial Archives housed for the present in Spanish Town, represents an unparalleled depository of books, manuscripts, maps, newspapers and periodicals relating to Jamaica, the West Indies, Central America and West Africa.

The services afforded by the library include the making available of material to local and foreign researchers who apply in person, and the supplying of information in answer to queries received daily from all parts of the world.

With the recovery from the dislocating effects of the war years, the use now being made of the library both by local and overseas students increases daily, while there have been other recent noteworthy advances in historical activity, in particular the formation of the Jamaica Historical Society in 1943, "for the pursuit and encouragement of the objective study of history in Jamaica". During 1948, the Society continued its regular series of weekly broadcasts given on alternate months by members over the local Government Broadcasting Station, ZQI; offered a shield entitled the "Vendryes Shield" for competition amongst the Secondary Schools of the Island, and published the third number of its official organ "The Jamaican Historical Review".

It is hoped to bring out the review at regular half-yearly intervals. The Society also plans to arrange lectures and excursions to places of historic interest for its members in the coming year.

In addition to the Reference Library, there is an Historical Gallery in the Institute's Museum building, of interest and value to both visitors and students of history. This Gallery contains a large varied collection of archaeological remains, coins, medals, portraits, engravings, weapons and other historical objects covering the different periods of Jamaican history. Amongst the more interesting of these are the Arawak remains, the Spanish carvings excavated at the site of Seville the first capital of the Island and dating from around 1530, the slavery relics, and the famous "Shark Papers" which, recovered by chance from a shark's maw, led to the condemnation of the Brig "Nancy" at Kingston in 1799.

During 1948, a number of new exhibits were placed in this gallery. These include a selection of 17th Century tortoiseshell work from Port Royal, and a handsome rapier presented to Commander Ross, by the Jamaica House of Assembly, for his meritorious defence of the island against French privateers in 1798.

Music

Three series of Lunch Hour Concerts organized by the Institute of Jamaica were presented during 1948, and continued to attract enthusiastic audiences.

The Board of Governors decided to extend the Institute's musical activities by inaugurating a series of concerts for children of the Elementary schools. The Institute, in collaboration with the British Council and the Education Department, arranged eight concerts for children of the Elementary Schools which were held at the Ward Theatre, Kingston.

These Concerts were very enthusiastically received by about 8,000 children.

The first Music Festival since 1939 was held during the year with a large measure of success. The festival was organized by the Musical Society of Jamaica and the adjudicator was Dr. Frederick Staton who also gave a series of lectures.

The British Council presented a series of fortnightly concerts of recorded music.

LITERATURE

During 1948 the second number of FOCUS was published — an anthology of poems, short stories and plays representative of the work which is being done by Jamaican writers.

ART

The following Exhibitions were on show in the Art Gallery of the Institute of Jamaica during 1948:—

Exhibition of Chinese Paintings

Town Planning Exhibition

John Dunkley Memorial Exhibition

Exhibition of Paintings and Drawings by Vera Cumming

Jamaica Welfare Ltd. Craft Exhibition

Exhibition of Work by Students of the Institute of Jamaica Art Classes

Photographic Exhibition

Exhibition of Contemporary Jamaican Furniture and Crafts

Annual Art Exhibition.

Art Classes

In 1947 Mr. Eustace Myers donated 1,000 guineas to the Institute of Jamaica for further development of the Art Classes and a full-time Art Teacher was appointed by the Board of Governors of the Institute.

The classes were held for three terms during 1948, with an average of about 130 students per term.

Thirteen classes a week are held in the Art Rooms of the Junior Centre of the Institute in East Street. The term lasts 10 weeks and the Board provides free scholarships for those who cannot afford to pay a fee. Tuition is given in Drawing and Painting.

DRAMA

In the year under review, the Little Theatre Movement sponsored the production of a play entitled "Night must fall". The movement also presented the pantomime "Cinderella" which was adjudged the most elaborately produced pantomime so far, and which was seen by over 1,400 people. During 1948 the Theatre Arts Club was formed, a group which gives continuity to the dramatic movement by its frequent play readings, one-act plays and sketches.

LIBRARIES

West India Reference Library

During the year many valuable acquisitions were made to the library, among which were a group of eighteenth century manuscripts comprising 67 letters of Governor Trelawny (1740-1751), a Report of the Board of Trade on Jamaica, 1753, and Commissions and Instructions to the Earl of

Carlisle, Governor of Jamaica, 1678. These were acquired through the generous donations of two public-spirited gentlemen who prefer to remain anonymous.

The library has been increasingly used, in particular by the Extra-Mural students of the University College of the West Indies, and a fair measure of progress has been made in classifying the collection.

General Library

The General Library's subscription is 5/- per annum, but many sustaining members contribute one guinea a year. This Library's membership is 4,200 and during the past year an average of 124,949 books were issued. The main interests in non-fiction reading are Biography, History, Travel Literature, Sociology and Philosophy (Psychology).

Deposited Libraries

The Institute Library seeks to meet the needs of a number of rural centres and associations. From the Junior Centre 108 sets of books have been circulated to Teachers Associations, Elementary Schools and Training Colleges, and from the General Library sets of books are circulated to affiliated societies and welfare centres.

Junior Centre, East Street

During the year 1948 the Junior Centre, which offers full library facilities to a membership of 3,000 young people between the ages of ten and eighteen, issued 46,173 books.

Three series of extra-Library activities took place at the Centre as follows:—

- 9 Talks dealing with Travel, Literature, Music, Civics, Health and History.
- 5 Interschools Debates.
- 12 Film Shows.
- Weekly Story Hour.
- 2 Special concerts.

Halfway Tree Junior Centre

For the months January to December, 1948 the total book circulation was 25,733 being 20,797 books of fiction and 4,936 books of non-fiction loaned. The membership of the library is maintained at 1,100 and the book stock at the end of the year was approximately, 3,100.

The following extra library activities were organized:—

- 6 Talks dealing with literature, travel, music and broadcasting.
- 10 Film Shows.
- 4 Musical programmes.
- 7 Story hours.
- 2 Debates.
- 2 Concerts.

NATURAL HISTORY

The Science Department occupies the ground floor and the eastern part of the basement of the Museum Building of the Institute of Jamaica. It has plans for expansion to take over the entire building. The department serves, with steadily increasing efficiency, as a clearing house for scientific information, as an agency for Natural History propaganda, as a centre for investigation and research, and as a depository for scientific study and specimens.

The large gallery to the right of the Museum entrance, deals with plants and animals. This gallery was opened to the public on July 3, 1945. The exhibits give a comprehensive survey of the Plant and Animal kingdoms using Jamaican examples to illustrate the various groups. The showcases are constructed of local woods and provide an exhibition in themselves. Over 200 different Jamaica grown woods are displayed as panels below the showcases. Apart from the main survey there are special exhibits on seaweeds, ferns, grasses, fungi, palms, seed dispersal, mosquitoes, bird migration and sponges. In preparation is an extensive survey of flowering plants. There are many gaps in the Animal survey but the Museum from the outset has been extremely handicapped by the lack of essential equipment and collecting facilities. The exhibits of several groups, however, *e.g.*, butterflies, reptiles and marine mollusca, may be considered quite representative.

To the left of the Museum entrance a gallery devoted to geology and allied subjects is being prepared. Here again the educational function of the Museum is being stressed. The exhibits will tell the story of rocks, and earth formations, they will explain the presence and formation of fossils and show their significance. A survey of minerals will give an idea of the characteristics of the most important ores. The geological and mineral surveys will not be confined to Jamaica, which is limited geologically, but they will be world wide in scope and application. Special exhibits of Jamaican rocks, minerals and fossils are being provided. Also in preparation are wall exhibits on erosion and its control, earthquakes, volcanoes, and weather.

The Museum also maintains a small collection of live animals in the Institute gardens. The exhibits include crocodiles, pond turtles, mongooses, yellow snakes, iguanas, agouti, Jamaica coneys, pelicans, doves, pigeons and parrots.

Study collections are provided for and are slowly growing. During 1948, the facilities for these collections were extended and improved with special attention being given to the marine shells, birds and the geological series. The development of the herbarium has continued with many additions in all groups; special attention has been given to the fungi, lichens and mosses.

During 1948 a number of visitors to the island have made the Museum their headquarters for scientific research. Dr. C. T. Trechmann, British Geologist and Paleontologist, spent from July, 1947 to May, 1948 continuing his studies on Jamaican geology. Several thousand specimens, most of the material collected by Dr. Trechmann during his field study, have been deposited in the Museum. Mr. Day Kimball returned during the early part of the year to continue his work on the land snails of the genus *Pleurodonte*. Mr. Robert Howard, of Yale University, returned during the summer for another period of archaeological research and exploration. Also during the summer months, Dr. Coleman Goin led a small party of biologists from the University of Florida for research work on several groups, particularly amphibia and mollusca. Professor Alma G. Stokey of Mount Holyoke College, visited the island during August to obtain material and undertake research on the ferns. All of the visitors have contributed specimens to the Museum collections.

The Natural History Society of Jamaica was founded (January, 1941) and has been developed with the stimulus and facilities of the Science Museum. The Society makes the Museum its headquarters. A mimeographed journal "Natural History Notes" is produced bi-monthly at the Museum. Among the activities of the Society have been the arranging of field trips to various parts of the Island and a summer

camp of two weeks duration in the heart of the Blue Mountains. Also the Society has sponsored series of radio talks on natural history subjects over the local station.

The Matley Natural History Competition is supervised annually by the Museum. This Competition was founded by Dr. C. A. Matley, Government Geologist for Jamaica 1921-24 who left a sum of money, the income from which has been used for awards in the Competition.

The Wild Life Protection Committee, under the chairmanship of the Conservator of Forests, is a standing Government Committee to advise on matters concerning wild life legislation and protection.

PART III

CHAPTER 1—GEOGRAPHY AND CLIMATE

The island of Jamaica is situated in the Caribbean Sea between 17°43' and 18°32' N. Lat., and 76°11' and 78°20' 50'' W. long., about 4,120 miles to the south-west of England, 100 miles west of Haiti, 90 miles south of Cuba, 445 miles north of Carthage, and 540 miles from Colon.

The greatest length of Jamaica is 148 miles and its greatest width is 52 miles while its least width (from Kingston to Annotto Bay) is 22½ miles; its area is 4,411 square miles or 2,823,174 acres.

The Turks and Caicos Islands and the Cayman Islands are Dependencies of Jamaica. The Turks and Caicos Islands, with a population of 6,148, lie between 21° and 22° North and between 71° and 72°50' West, about 450 miles to the north-east of Jamaica; they comprise several small islands and cays, the largest of which is about 10 square miles in area, and six of which are inhabited. The Cayman Islands, with a population of 6,762, which comprise three islands, namely, Grand Cayman, Little Cayman and Cayman Brac, are situated between 19° and 20° North and 79°83' and 81°30' West, about 120 miles north-west of Jamaica; the largest, Grand Cayman, is about 90 square miles in area.

The island of Jamaica is divided into three counties and fourteen parishes namely:—

COUNTY OF SURREY		COUNTY OF MIDDLESEX		COUNTY OF CORNWALL	
Parish	Square Miles	Parish	Square Miles	Parish	Square Miles
Kingston and Port Royal	10.10	St. Catherine	483.27	St. Elizabeth	474.44
		St. Mary ..	254.04	Trelawny ..	352.55
St. Andrew ..	181.3	Clarendon ..	467.89	St. James ..	240.61
St. Thomas ..	300.17	St. Ann ..	481.05	Hanover ..	177.08
Portland ..	328.53	Manchester ..	339.79	Westmoreland	320.39
Totals ..	820.1		2,026.04		1,565.07
				Grand Total	4,411.21

The geological formation of the Island consists of igneous rocks overlaid by several distinct formations. These include white and yellow limestone; carbonaceous shales; metamorphised, porphyritic, granite and conglomerate rocks and alluvial deposits.

The surface of the Island is mountainous; of the total area of 4,411 square miles only about 891 square miles (or 570,635 acres) are flat, consisting of alluvium, marl and swamps. The highest peak of the Blue Mountain range in the centre of the Island, is 7,402 feet above sea level. There are twenty-six other principal peaks or spurs ranging in height from 1,500 to 6,000 feet.

The Island also possesses many rivers and springs, the majority of which rise in the central mountain area ranging from east to west of the island, and flow northward or southward to the coast. The chief of these are the Black River (44 miles long), the Rio Minho, the Rio Cobre, the White River, the Plantain Garden River and the Rio Grande. Most of these rivers, however, have a rapid fall and only a few are navigable. There are also several mineral springs, the best known of which are the radio-active waters of Milk River Spring in Clarendon and the sulphur springs at Bath in the parish of St. Thomas.

The largest and most important of the many harbours is at Kingston, the capital, one of the finest natural harbours in the world. This harbour has a total area of some sixteen square miles, of which some seven square miles have a depth of from seven to ten fathoms.

The average annual rainfall is about 77 inches, ranging from about 30 inches in the extreme mid-south to over 100 inches in the north-east. The temperature ranges from 80° to 86° at the sea coast to 40° to 45° in the highest mountain resorts.

CHAPTER 2—HISTORY

In prehistoric times Jamaica was inhabited by a people of Amerindian stock called the Arawaks. They appear to have been a mild and inoffensive people of a very primitive way of life who fell an easy prey in the other West Indian Islands to the Caribs, and in Jamaica, after the discovery of the Island by Columbus in 1494, to the Spaniards. It is clear from the Spanish records that they had exterminated the Arawaks completely by the middle of the seventeenth century.

The Spanish occupation of Jamaica lasted for over a century and a half and yet there is little more evidence of the Spaniards in Jamaica today than of the Arawaks whom they destroyed and supplanted. There are many Spanish place-names (such as Santa Cruz and Savanna-Mar) but there are no remains of buildings of any consequence other than the beautiful but fragmentary sculptures which have survived from the ancient capital of Nueva Sevilla, abandoned in 1534. When the riches of Mexico and Peru were opened up by the conquistadores, the Spaniards flocked to the mainland from the island Colonies. Jamaica in fact, became little more than a supply base for expeditions to the mainland of America and the population which had never been very great dwindled to an insignificant and impoverished community (principally engaged in rearing cattle and pigs) which offered little resistance to the English invasion under Admiral Penn and General Venables in 1655.

With this date the modern history of the Jamaican people may be said to begin. The last attempt to recover the island for Spain collapsed and the last remnant of the Spaniards left Jamaica from Runaway Bay in 1660. The Spaniards had imported slaves from Africa most of whom they took with them when they left Jamaica but a small number remained in the mountains of the interior and formed the nucleus of the Maroons.

Of the present Jamaican community, however, the founders and pioneers were the colonists who came from England, Wales and Scotland and Ireland and settled in the Island in the seventeenth century. They came as settlers, making homes for themselves in a new and undeveloped country. They brought with them their religion, their language, architecture, culture and customs, and their systems of central and local government, of roads and of public services, and thus laid the foundation of the political and social structure of Jamaican life.

There was a brief period of military government, but as soon as colonists had settled in Jamaica in considerable numbers this temporary administration was superseded by a form of government, based upon the commission and instructions issued by Charles II in 1661 and 1662, consisting of a Governor appointed by the Crown acting with the advice of a nominated Council, and a legislature of Governor, Council and representative Assembly. In 1663, it was decided "to cause an Assembly of thirty freeholders to be fairly chosen in the several quarters of the Island" and this Assembly first met in 1664. From the beginning, this Assembly regarded itself as the equivalent in Jamaica of the House of Commons in England. The early history of the Constitution in Jamaica is concerned, to a very large extent, with a three-cornered struggle between Governor, Council and Assembly. The Assembly was engaged in a dispute with the home Government for the first 65 years of its existence over the question of revenue.

It was finally agreed in the Revenue Act of 1729 (which has been called the Magna Charta of Jamaica) that, in return for a permanent annual grant of £8,000 to the Imperial Government from the Assembly, it should be enacted that "all such laws and statutes of England as have been at any time esteemed, introduced, used, accepted or received as laws of this Island, shall and are hereby declared to be and continue laws of His Majesty's Island of Jamaica forever".

This constitution of the King (represented by the Governor) an Upper and a Lower House, modelled as closely as possible upon the English Parliament, lasted, with slight modifications, for two centuries.

The system evolved by the Tudor monarchs, in England by which the Church and the local Magistrates carried out the work of local Government and many of the functions which would now be classed as social services was transplanted bodily to Jamaica. Parishes were established both as ecclesiastical and civil units. The Vestry as in England, served both as a Church Committee and a parish parliament. The system of local government which provided for the maintenance of the Church and the poor was laid down in the Act of 1681. Public workhouses and gaols were established early and provision was made for public health, roads, postal services, the preservation of order, public safety and protection from fire. No state system of education existed in the early days but 218 legacies for the Church, the poor and for education were left between 1667 and 1736 and many of the existing secondary schools are founded on the benevolence of early colonists.

There were two conflicting economic policies in West Indian Colonisation in the seventeenth century. In the earliest days the Colonists (like those in the mainland colonies of Virginia and New England) had relatively small holdings which they worked with the labour of their own families and servants brought with them or imported from England. They grew tobacco, cocoa, indigo, and, to a small extent, sugar. From about the year 1640, however, settlers in Barbados and other islands began to see the possibilities of large scale sugar production. This movement fundamentally altered the nature of English colonisation in the West Indies and changed the whole structure of society and the balance of population. Jamaica was colonised at the period when this change was taking place and it soon became clear that, instead of having a numerous European population of small holders, Jamaica was to become a country of large sugar estates employing African slave-labour in large numbers with a small and diminishing European population.

Shortly after the English conquest, Jewish refugees from Spain and Portugal came to settle in Jamaica where they were free from persecution. They soon established themselves as an important element in the population, particularly in the towns where they engaged in trade.

The colonists and the slaves constituted entirely distinct social groups, separated not so much by race as by the rigid economic structure of an artificial society. It is this unnatural dualism in Jamaican social development in the past which prevented the people from being in any true sense a real community before 1838 and which furnishes the key to many of the evils and anomalies of Jamaican history.

England was a late comer in the African slave trade in which the first European nation to engage was Portugal. By 1713, however, the monopoly had passed to Britain and thousands of slaves were brought to the West Indies from Africa during the eighteenth century. A large number came from the Gold Coast and most of the few African words surviving in Jamaican speech and most of the folk-lore are of Ashanti origin. The two main streams in Jamaica culture derive from the British Isles and from the West Coast of Africa and Jamaican music which often combines English tunes with an African rhythm provides a good example of the blend which has taken place.

Slave ownership was governed by Slave Laws. At first these were principally concerned with protecting the interest of the owner but they gradually evolved until, in the period which immediately preceded Emancipation, the protection of the interests of the slaves had been given greater emphasis.

The motive power for the abolition of slavery had its origin in England and was part of a general humanitarian movement. As a result of the efforts of such men as Grenville, Sharp, Clarkson, Wilberforce, Pit, Burke and Fox, the slave trade was abolished in 1807 and, finally, slavery itself was abolished on August 1st, 1834, by an act passed by Parliament the previous year. After four years of apprenticeship, complete freedom was declared on August 1st, 1838. As has been suggested above, the history of the Jamaica community, in its fullest sense, may be said to have begun at that date.

The years which followed Emancipation were of vital importance in the integration of the Jamaican social structure. Unfortunately, the House of Assembly gave little or no lead or help in this process. No group of men did more to help the Jamaican people at this critical time than the missionaries of the non-conformist churches. They built chapels and schools and taught the people and their children and they helped the newly freed peasantry to settle on the land by buying estates and cutting them up into lots of suitable size. As a result, the estate ceased to be the main social unit and the population started to reform itself into new communities in new settlements. This process was made easier owing to the temporary collapse of the sugar industry which had been the great staple in Jamaica during the eighteenth century. This collapse had been brought about by various causes. Perhaps the most important was the loss of the artificial labour supply through the abolition of slavery and the resultant competition of "slave grown" sugar. Another was the introduction of Free Trade in Great Britain in 1846 which meant the end, for the time being, of preferential treatment in the British market. The situation was also affected by the evils of absentee proprietorship.

Although the immediate effects of these causes were largely beneficial to the peasantry of Jamaica, the ultimate effect, coupled with the dislocation of trade resulting from the American Civil War in the sixties of the nineteenth century was to bring about a period of acute economic depression. The resultant unrest found an outlet in riots in the parish of St. Thomas in 1865, which were put down with severity by Edward John Eyre, the Governor at that date.

In January, 1866, the House of Assembly, which had voted its own abolition, sat for the last time after a history of over two hundred years. A form of Crown Colony Government took the place of the old constitution and the Parish Vestries were superseded by Municipal Boards which in turn gave way to Parochial Boards. The consti-

tutional changes made possible a number of important reforms which were initiated by Sir John Peter Grant and succeeding Governors. An Island Medical Department and a Government Medical Service were established, an Island Constabulary was organized and a Public Works Department was set up. A scheme for the supervision and inspection of elementary schools was drawn up and embodied in the Regulations of 1867 which form the basis of the educational system of the Island. The Jamaica Schools Commission was created in 1879 and the Board of Education in 1892; the Institute of Jamaica for the encouragement of literature, science and art was founded in 1879. Poor relief was put on a new basis by the Law of 1886. The country was developed by the opening up of new roads and the extension of the railway. Towards the end of the nineteenth century the banana trade brought new prosperity to Jamaica and by 1937, nearly 27 million stems were being exported annually, while with the renewal of the preference system, the sugar industry revived.

As a result of the shortage of labour in the years following Emancipation, encouragement was given to the immigration of small numbers of Irish, German and free African labourers. A more successful measure, was the introduction of indentured labourers from India. Many of these settled permanently in Jamaica and there was later a limited immigration of Chinese who became shopkeepers, principally in the country districts, and Syrians who established themselves as merchants in the towns.

In 1907, occurred the worst earthquake in the history of Jamaica since that of 1692 which had destroyed Port Royal. Kingston was largely destroyed and some 800 people were killed. The rapid restoration of order and of normal life generally was largely due to the character and administrative genius of Enos Nuttall, Archbishop of the West Indies.

A rapid increase in population and the [disastrous onslaught of diseases upon banana cultivations were amongst the various causes which brought about another period of economic depression causing unrest which culminated in riots in 1938. A local Commission of investigation was soon followed by the appointment of the West India Royal Commission under the Chairmanship of Lord Moyne.

The establishment of Jamaica Welfare in 1937 has been the principal event in the recent history of social welfare but many other important developments in the spheres of social and cultural life took place in the year or two preceding the war.

A new tendency became apparent to combine for common ends, and this led, in the political field, to the formation of parties, in the economic field to the development of co-operatives, and in the industrial field to the formation of trade unions. At the same time the tempo and complexity of political and economic life increased and coincided with a new realization of the responsibilities and opportunities of the people and of the need to tackle the problems of the future as a single community.

CHAPTER 3—ADMINISTRATION

CONSTITUTION

In 1944, Jamaica was granted a new Constitution which allows a much wider measure of self-government. The Constitution then existing which was a modified form of Crown Government—the Colony was administered by the Governor with the advice of a Privy Council (all officials or nominees of the Governor) and with the aid of a Legislative Council presided over by the Governor and in which there was a majority of official members and nominees of the Governor—was replaced by one in which there are four principal Bodies, one of which, the Executive Council, containing an equal number of official and elected members, is the principal instrument of policy. The House of Representatives is wholly elected.

These four bodies are:—

- The Privy Council
- The Executive Council
- The Legislative Council
- The House of Representatives

The new Constitution which was brought into effect on the 20th of November, 1944, by His Majesty's Order in Council of the 27th of October, 1944, "The Jamaica (Constitution) Order in Council, 1944", and supported by new Letters Patent and Instructions to the Governor, which also took effect from the same date, provides as follows:—

PRIVY COUNCIL

This Council consists of the Colonial Secretary, the Officer Commanding the Troops (if not below the rank of Lieutenant-Colonel) the Attorney General, the Financial Secretary and Treasurer, and two Nominated Members, who must be persons not holding office of emolument under the Crown and who vacate their seats at the end of three years.

The functions of this Council are to advise the Governor in relation to the exercise of the Royal Prerogative (i.e., in the remission of sentences of death or imprisonment), and the discipline of the Civil Service.

EXECUTIVE COUNCIL

This Council consists of the Governor as Chairman, three Official Members (the Colonial Secretary, the Attorney General and the Financial Secretary and Treasurer), two Nominated Members, (who must be members of the Legislative Council, but must not hold office of emolument under the Crown, and who are nominated by the Governor) and five elected members (who shall be Members of the House of Representatives, elected to the Council by the House). The Governor has a casting but not an original vote.

This Council is the principal instrument of policy, and also prepares the Annual Estimates of Revenue and Expenditure and all Supplementary Estimates of Expenditure before their introduction into the House of Representatives. In the formulation of policy and in the execution of all other authorities and powers conferred upon him, except those conferred by Articles 10, 11 and 12 of the Letters Patent, the Governor is required to consult with the Executive Council, (save in certain events specified in Clause 13 of the Instructions) and act in accordance with the Council's advice.

Although not provided for in the Constitution the various subjects which from the work of the several Government Departments, have been divided into five main groups as indicated below and each of the five Elected Members of the Executive Council, who are now designated Ministers, has been assigned one of these groups and is responsible in the House for matters affecting the Government Departments which deal with the subjects assigned to him:—

1. Finance and General Purposes
2. Communications
3. Agriculture, Lands and Commerce
4. Education
5. Social Welfare

The Council has appointed a Committee of the Council known as the Estimates Committee, which considers all financial matters coming before the Council and reports to the Council thereon. The Committee is under the Chairmanship of the Financial Secretary and Treasurer. During the year a committee of the Council known as the Administrative committee was added to consider matters of minor importance and so free the Council to deal with matters of major policy.

LEGISLATIVE COUNCIL

This Council consists of 3 ex-officio Members (The Colonial Secretary, the Attorney General and the Financial Secretary and Treasurer), not more than 2 Official Members (who must be persons holding office of emolument under the Crown) and not less than 10 Unofficial Members nominated by the Governor (who must not hold any office of emolument under the Crown). The Council elects one of its Members (who must be one of the Unofficial Members, who is not a Member of the Executive Council) to be its President.

The functions of this Council are, in the main, the consideration of legislation passed by the House of Representatives. Save in certain exceptional cases where the Governor with the consent of the Executive Council and the Secretary of State may exercise an over-riding power (section 47 of the Order-in-Council) all Bills must be passed by the Legislative Council before they can become Law.

HOUSE OF REPRESENTATIVES

The House of Representatives consist of 32 Members, one from each of the 32 constituencies into which the Island is divided. Election is for a period of five years, on the basis of adult suffrage.

The House elects a Speaker from among its Members, and five members to serve as Elected Members of the Executive Council, who are designated Ministers. The House has in general all the powers given by the existing Laws to the previous Legislative Council. Save in certain exceptional cases where the Governor, with the consent of the Executive Council and the Secretary of State, may exercise an over-riding power (section 47 of Order-in-Council) all Bills must be passed by the House of Representatives and the Legislative Council before they can become Law. The Annual Estimates of Expenditure and Supplementary Estimates of the Colony are also subject to the approval of the House. Any question may be debated in the House, but no Bills, which is certified by the Speaker to be a money measure, or intended to implement the policy of Government, may be introduced without the approval of Executive Council.

In accordance with the arrangement indicated previously, five standing Committees of the House have been appointed one to advise on each of the five groups of subjects referred to in that paragraph, *i.e.*,

Finance and General Purposes
 Communications
 Agriculture, Lands and Commerce
 Education
 Social Welfare

The Chairman of these Committees, none of whom may be Ministers, form in turn a Joint Committee for the control of the internal affairs and business of the House. There is also a Standing Finance Committee of the House, consisting of all members, to consider financial matters.

Meetings of the Privy and Executive Councils are held at King's House or in the Secretariat, and a Secretariat officer serves as Clerk to both of those bodies. Meetings of the House of Representatives and Legislative Council are held at Headquarters House, and these bodies which sit at different times are served by the same clerk who is legally qualified and is assisted by a Deputy Clerk and necessary subordinate staff.

JUDICIAL ORGANIZATION

Justice is administered by three principal Courts, *i.e.*, the Supreme Court, the Resident Magistrates Courts, and the Courts of Petty Session, the functions of which are given in Chapter 9.

The Supreme Court consists of the Chief Justice and three Puisne Judges—who sit individually in Chambers, on Circuit or in a body of three as a Court of Appeal. The staff of the Court consists of a Registrar, Deputy Registrar and 24 others.

Resident Magistrates Courts

There are eighteen Resident Magistrates who must be legally qualified, four of whom are assigned for duty in the parish of Kingston, two in the parish of St. Andrew and one in each of the remaining parishes except in Port Royal. Each parish possesses a Head Station with a Clerk of Courts and staff and (except Kingston) district Stations suitably distributed, at which courts are held regularly.

ADMINISTRATIVE ORGANIZATION

The official work of the Colony is carried out through some 38 Government Departments under the control of the Governor as exercised through the Secretariat, the latter being the centre of administration and serving both as a clearing house for advice and information as well as a means of relaying and executing Government decisions as made by the Governor, the Governor in Privy Council and the Governor in Executive Council.

The Governor's staff consists of a Private Secretary and A.D.C. while the Secretariat is comprised of the Colonial Secretary, Deputy

Colonial Secretary, 6 Assistant Secretaries or officers of equivalent rank, and 74 others. The more important Heads of Departments are:—

- The Attorney General
- “ Financial Secretary and Treasurer
- “ Director of Education
- “ Director of Public Works
- “ Director of Medical Services
- “ Director of Agriculture
- “ Commissioner of Lands
- “ General Manager, Jamaica Govt. Railway
- “ Commissioner of Commerce and Industries
- “ Collector General
- “ Commissioner of Police
- “ Postmaster General
- “ Crown Solicitor
- “ Auditor General
- “ Labour Adviser

THE DEPENDENCIES

The administration of the two Dependencies, namely, The Turks and Caicos Islands and The Cayman Islands, which are situated to the north-east and north-west of the Colony, respectively, is carried on by a Commissioner in each, under the control of the Governor. The Commissioners are each assisted by some six Heads of Departments and other staff. Annual Reports covering the dependencies are issued separately.

LOCAL GOVERNMENT

The Island is now divided into 14 parishes of which Kingston, the capital city, and St. Andrew are amalgamated for Local Government purposes under a corporate body known as the Kingston and St. Andrew Corporation, with a Mayor and Council. The parish of Port Royal was abolished with the proclamation of an Abolition Law (Law 25 of 1946) on the 3rd of November, 1947, and the administration of the affairs of that area taken over by the Kingston and St. Andrew Corporation. The Port Royal district elects one member of the Council of the Corporation.

Changes in the constitution of the Kingston and St. Andrew Corporation and the Parochial Boards were effected by amending laws which preceded the holding of Municipal and Parochial Elections. The Council of the Kingston and St. Andrew Corporation now consists of the Mayor and twenty other members, of whom eight are ex-officio, (namely, the two Custodes and Members of the House of Representatives for the two parishes), and thirteen are elected. Previously there had been two coopted Aldermen but these have been abolished. A Parochial Board consists of from 18 to 21 members of whom the Custos and the Members of the House of Representatives for the Parish are ex-officio and the remainder are elected.

Owing to the war no general elections to Local Authorities had been held since 1937, and in October, 1947, Local Government elections to the newly constituted Authorities were conducted on a basis of adult suffrage. In the elections independent candidates secured a total of 91 seats in all Boards while candidates of the Jamaica Labour Party and Peoples National Party secured 57 and 51 seats, respectively.

The Kingston and St. Andrew Corporation and the Parochial Boards are responsible for the administration of all Local Government matters the most important of which are the maintenance of water supplies (except in the Corporate Area where this is under the control of a separate body, the Water Commission), municipal and parochial roads, public health and sanitation, markets and the administration of poor relief (under the guidance of the Board of Supervision.) Parochial Boards also carry out, on behalf of Central Government, large programmes of improvements to parochial roads which assist in relieving unemployment in the parishes. The cost of these projects is met in full by Government grants. Schemes for the construction of rain water catchment tanks in dry areas (financed by Government grants) are in progress and assistance by loans and grants is given for minor water supply schemes in the parishes. Substantial assistance from Colonial Development and Welfare Funds has also been approved for Parochial Boards in respect of major water supply projects which would otherwise be beyond their financial capacity.

The revenue of Local Authorities is derived largely from Land Taxes and Local Rates and fees, and is supplemented by assistance grants from Government. Control of their financial and other affairs is exercised by Central Government through the Secretariat, their annual Budgets, the expenditure of their funds and decision of all major issues being subject to the approval of the Governor, The Executive Council and/or the House of Representatives as prescribed by various laws.

The creation in 1946 of a Local Government Division in the Secretariat to deal exclusively with Local Government affairs has resulted in a marked improvement in handling these matters and in the relation between Central and Local Government bodies. A regrading of the Senior and Clerical Staff of all Parochial Boards, has now been effected.

This regrading has revised and placed on a uniform basis the staff structure of all Boards, and secured for parochial officers salary scales, and leave, pension and disciplinary and other privileges corresponding to the Civil Service establishment. The Parochial service now affords ample incentive for training and advancement.

A model Parochial Code is being formulated for the assistance of Boards. The Code is intended to embody the Bye-Laws, Regulations and other directive instruments of a Board on constitutional, procedural, financial, administrative and establishment matters, and to serve as a model whereby the variant practices in the parishes can be brought along more uniform and proper lines.

The trend towards more uniformity in parochial practice is indicated by the recent adoption by all Boards of a model form of Budget which assembles financial information in a simpler and more meaningful manner than before.

In 1943, Mr. L. C. Hill, C.B.E., visited Jamaica for the purpose of making recommendations for the reform of her Local Government and its administration, and reported in 1944. Several of Mr. Hill's recommendations have separately been implemented and the views of the newly elected Council of the Kingston and St. Andrew Corporation and the Parochial Boards have been invited in order that these recommendations which have not been implemented may receive active consideration.

CHAPTER 4—WEIGHTS AND MEASURES

The Imperial weights and measures are in use in the Colony.

CHAPTER 5—NEWSPAPERS AND PERIODICALS

Publication	When published	Address
The Daily Gleaner	Daily	148 Harbour St., Kingston
The Daily Express	Daily	3 Hanover St., Kingston
Public Opinion	Weekly	67 Slipe Road, Cross Roads
Catholic Opinion	"	9 Emerald Road, Kingston
Jamaica Times	"	4-8 Temple Lane, Kingston
Jamaica	"	15 East St., Kingston
Jamaica Gazette	"	Govt. Printing Office, Kingston
Spotlight	Monthly	95 Harbour St., Kingston
Welfare Reporter	"	74½ Hanover St., Kingston
Jamaica Arise	"	67 Slipe Road, Cross Roads P.O.
West Indian Review	Quarterly	15 East St., Kingston
Press and Public	Annual	1a Duke St., Kingston
Agricultural Advocate	Weekly	83 Hanover St., Kingston
Northern News	"	Montego Bay P.O.
Montego Bay News	"	Montego Bay P.O.
Caribbean Post	Monthly	147 Harbour St., Kingston
Pagoda	"	108d Barry St., Kingston
Madame	"	116½ Tower St., Kingston

CHAPTER 6—SELECT BIBLIOGRAPHY

The Bibliography of Jamaica may be classified under the following twelve main heads:—

1. General History
2. Aspects of Jamaica History:
 - (a) Slavery
 - (b) Maroons
 - (c) Military History
 - (d) Church History
3. Descriptive Accounts
4. Biography
5. Medicine and Hygiene
6. Education
7. Poetry and Fiction
8. Sociology and Folk-lore
9. Works of Reference
10. Natural History
11. Climate
12. Agriculture

1. General History—

A new History of Jamaica: From the earliest accounts to the taking of Porto Bello, by Vice Admiral Vernon, by Charles Leslie; London, 1740. In the form of thirteen letters "from a Gentleman to his Friend;" London, 1740.

The History of Jamaica, by Edward Long, 3 volumes; London, 1774. Containing maps and copper plate illustrations. A general survey of the ancient and modern state of the island.

The Annals of Jamaica, by the Rev. George Wilson Bridges, 2 volumes. London 1828. The object of the undertaking, writes the author, was "to exhibit a valuable possession of the British Crown in its true light."

A History of Jamaica, from its discovery by Christopher Columbus to the present time, by the Rev. William James Gardner; London, 1873. Including an account of its trade and agriculture and narrative of the progress of religion and education in the island.

The History, Civil and Commercial, of the British Colonies in the West Indies, by Bryan Edwards, 5 volumes; London, 1819.

The Aborigines of Jamaica, a revised edition by Philip Sherlock; Kingston, Jamaica, 1939.

Jamaica under the Spaniards, by Frank Cundall and Joseph L. Pietersz; Kingston, Jamaica, 1919. Compiled from documents having reference to the Spanish occupation of Jamaica in the Archives of Seville, Spain.

Historic Jamaica, by Frank Cundall; London, 1915. A survey of the island's history treated parish by parish, with 52 illustrations.

2. Aspects of Jamaican History—

(a) Slavery:

Death struggles of Slavery, by Henry Bleby; London, 1853. "Being a narrative of facts and incidents which occurred in a British Colony (Jamaica) during the two years immediately preceding Negro Emancipation."

Emancipation and Apprenticeship in the British West Indies by W. L. Burn; London, 1937.

(b) Maroons:

The History of the Maroons, from their origin to the establishment of their chief tribe at Sierra Leone, by R. C. Dallas; London, 1803; 2 volumes.

The Maroons of Jamaica, by Joseph J. Williams, S.J., Chestnut Hill, Mass., 1938. Anthropological Series of the Boston College Graduate School; Vol. 111, No. IV. Serial No. 12.

(c) Military History:

Jamaica's part in the Great War, by Frank Cundall; London, 1925. Illustrated.

(d) Church History:

A short sketch of the History of the Church of England in Jamaica, by the Rev. J(ohn) B. Ellis, M.A., Kingston, Ja., 1891.

A History of the Catholic Church in Jamaica, B.W.I., 1494-1929, by Francis X. Delany, S.J., New York, 1930. Records of the early period (1494-1688) were compiled from documents in the Archives of Seville, Spain. Illustrated.

A Record of the Jews in Jamaica from the English Conquest to the present time, by Jacob A. P. M. Andrade; Kingston, Ja., 1941. Illustrated.

3. Descriptive Accounts—

An Account of Jamaica and its Inhabitants, by a gentleman long resident in the West Indies (J. Stewart) London, 1808.

A tour through the Island of Jamaica from the Western to the Eastern end, in the year 1823, by Cynric R. Williams; London, 1826.

A picturesque tour of the Island of Jamaica, from Drawings made in the years 1820 and 1821, by James Hakewill; London, 1825.

Jamaica in 1895, edited by Frank Cundall, Institute of Jamaica; Kingston, Ja., 1895. "A Handbook of Information for intending Settlers and others." Illustrated.

The same in 1896-97, 1901-05, 1912, 1920-22, -24, -25, -28.

Jamaica To-Day, edited by Philip Sherlock; London, 1940; being a new and revised edition of the late Mr. Frank Cundall's *Jamaica in 1928*. Illustrated.

4. Biography—

The Myth of Governor Eyre, by Lord Oliver (Governor of Jamaica 1907-13) London, 1933. Contains a map of Jamaica and the Parish of St. Thomas-in-the-East.

The Governors of Jamaica in the seventeenth century, by Frank Cundall; London, 1936; and by the same author:

The Governors of Jamaica in the first half of the eighteenth century; London, 1937. Illustrated with portraits, plans, &c.

Sir Henry Morgan, Buccaneer and Governor, by W. Adolphe Roberts; London, 1933.

5. Medicine and Hygiene—

Yellow Fever in the West Indies, by Izett Anderson, M.D. Edin.; London, 1898.

Medical Services in Jamaica, by Mary Manning Carley; Kingston, Ja. 1943.

6. Education—

Education in Jamaica, Report of the Education Society, connected with the Jamaica Baptist Union, for 1865. London, 1866.

Some notes on the History of Secondary Education in Jamaica, by Frank Cundall, the Institute of Jamaica; Kingston, Ja. 1911.

Education in Jamaica, by Mary Manning Carley, published by the Institute of Jamaica, Kingston, Ja., 1942. (Social Survey Series No. 1)

7. Poetry and Fiction—

Jamaica, by Tom Redcam; Kingston, Ja., 1899.

Daphne, by J. E. Clare McFarlane; London, 1931.

Flaming June, by Constance Hollar; Kingston, Ja., 1941.

First Poems, by George Campbell, Kingston, Ja., 1945.

Tom Cringle's Log, by Michael Scott; first published in 1833.

The White Witch of Rosehall, by Herbert G. deLisser; London, 1929.

A High Wind in Jamaica, by Richard Hughes; London, 1929.

8. Sociology and Folk-lore—

Jamaica. The Blessed Island, by Lord Oliver; London, 1936; containing illustrations and maps.

Jamaica Negro Proverbs and Sayings, by Izett Anderson and Frank Cundall; London, 1927. Illustrated by Lilly G. Perkins,

Black Roadway, by Martha Warren Beckwith; Chapel Hill, 1929.

A study of Jamaican Folk Life.

Journey to Accompong, by Katherine Dunham; New York, 1946. A collection of day-to-day notes written during Miss Dunham's stay at the Maroon village of Accompong; with drawings by Ted Cook.

9. Works of Reference—

Jamaica Almanac, 1751-1880.

Jamaica Gazette and Supplement, 1845-1946.

Handbook of Jamaica, 1881-1939; 1946. Comprising Historical, Statistical and General Information concerning the island, Compiled from Official and other reliable records.

Chronological outlines of Jamaica History, 1492-1926, by Frank Cundall; Kingston, Ja., 1927.

Eighth Census of Jamaica and its Dependencies, 1943. Population, housing and agriculture. The Central Bureau of Statistics. Kingston, Ja., 1945.

Reference Book of Jamaica, edited and published by Wyatt Bryce; Kingston Ja., 1947.

10. Natural History—

A voyage to the Islands Madeira, Barbados, Nevis, St. Christopher's and Jamaica, with the Natural History of the.....last of those islands. Illustrated. By Hans Sloane, M.D. 1770, London.

The Civil and Natural History of Jamaica, containing an accurate description of that island, its situation and soil; with a brief account of its former and present state, Government, Revenue, Produce and Trade. By Patrick Browne, M.D. 1789. London.

The History of Jamaica, by Edward Long; 1774, London. Vol. III. Vol. III is devoted to the natural history of the Island, and is a valuable reference.

A Naturalist's Sojourn in Jamaica, by Philip Henry Gosse, F.R.S., assisted by Richard Hill; 1851, London. Even today, the best comprehensive natural history of Jamaica.

Reports on the Geology of Jamaica, Pt. II of the West Indian Survey, by James G. Sawkins, F.G.S., With contributions from G. P. Wall, F.G.S., Lucas Barrett, Arthur Lennox, F.G.S., and C. B. Brown, and an Appendix by Robert Etheridge, F.G.S., F.R.S.E., 1869, London.

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The Basal Complex of Jamaica, with special reference to the Kingston District, by Charles A. Matley, D. Sc., F.G.S., Quarterly Journal of the Geological Society of London, Vol., 85, Pt. 4, 1929.

Some Soil Types of Jamaica, by F. Hardy and H. H. Croucher. Studies in West Indian Soil, Pt. VI. Imperial College of Tropical Agriculture, 1933, Trinidad.

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Glimpses of Jamaican Natural History, by Members of the Natural History Society of Jamaica. Vols. I & II. Institute of Jamaica, 1945-47, Kingston.

Natural History Notes of the Natural History Society of Jamaica April, 1941 onwards. (Mimeographed).

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Weather Reports (Monthly), by Government Meteorologist, Jamaica.

Meteorological Observations (Annual), by Government Meteorologist, Jamaica.

Jamaica Rainfall (Annual), by Government Meteorologist, Jamaica.

12. Agriculture—

The Journal of the Agricultural Society, 1897 onwards.

Bulletins of the Department of Agriculture, Jamaica.

GOVERNMENT PUBLICATIONS

ON SALE AT THE GOVERNMENT PRINTING OFFICE

KINGSTON

Laws, Law Reports, Rules, Regulations, Etc.

1. Supreme Court Decisions of Jamaica and Privy Council Decision from 1774–1923, by J. E. R. Stephens, 2,314 pp. £1 the 2 volumes.
2. Supreme Court Judgments, Jamaica, 1917–1932 and Digest—Clark, £1 1/-.
3. Jamaica Law Reports, 1933, 1934–35 by the late S. R. Braithwaite, Barrister-at-Law, £1 1/- per volume.
4. Jamaica Law Reports, 1936–40, by W. S. K. Gordon, Deputy Registrar, Supreme Court, £1 10/- each.
5. Pamphlets of current Judgment of Supreme Court, 1½d. per page.
6. Rules and Orders of the Supreme Court of Judicature, Jamaica, 1938, 5/-.
7. Matrimonial Causes in Jamaica—A consolidation of Cap. 442 and Law 23 of 1938 and the New Rules of 1939, by Trevor L. Lyons, Registrar, Supreme Court, 11/- per volume.
8. Schedule of Fees payable in the Supreme Court, 5d.
9. Revised Edition of the Laws of Jamaica in force on the 1st of Aug., 1938, in 7 Vols., £12 12/- (Out of print).
10. Laws of Jamaica—Yearly Volumes, 1939–1947, 3/-, each. Chapters and Laws, separately, 2 pp., 6d. each, over 2 pp., 1/- each.
11. Rules and Forms of the Resident Magistrates Courts, 1934, 6/-.
12. Privy Council Regulations, Orders, etc.—1925 to 1947, 3/- each.
13. R.M. Court—Tariff of Fees, 5d.
14. Rules under Real Property Representative Law, 1903, 1/-.
15. Trade Marks Rules, 1/3d.
16. Regulations as to Construction of Building in Reinforced Concrete, 9d.
17. Rules under the Petroleum and Oil Fuel (Landing and Storage) Law, Cap. 308, made on 6th March, 1941, 5d.
18. Code of Regulations of the Education Department, 1945, 1/-.
19. Code of Regulations, Education Department Schedules A, B and D, 1/- (Out of print).
20. Regulations for carrying out the purposes of section 2 of the Tariff Law, 1925, as amended by Law 14 of 1932, 3d. each.
21. Regulations (made under Sec. 20 of the Motor Vehicles Insurance (Third Party Risks) Laws 1939). Price 9d.
22. Industrial and Provident Societies—Rules 1/-.
23. Statutes (Imperial and Jamaica) and Regulation relating to British Nationality, Naturalization of Aliens and the Loss of British Nationality, compiled by Hector Josephs, K.C., 1/-.
24. Rules and Regulations, Barbers, 6d.
25. “ “ “ Court of Appeal, 1/-.
26. “ “ “ Electric Lighting Law, 6d.
27. “ “ “ Road Traffic Law, 1/-
28. “ “ “ Land Surveyors, 1/-.
29. “ “ “ Employment of Women, 6d.
30. Currency Regulations, 5d.
31. Factory Regulations, 5d.
32. Recruiting of Workers Regulations, 5d.

Agricultural Publications

1. Agricultural Produce Law, Ch. 339. 1/-.
2. Regulations under the Agricultural Produce Law, 1926, (a) Citrus Fruit, (b) Cocoa and Coffee, (c) Honey and Wax, (d) Banana, 1d. each.
- 3.. Banana, Books 4/- each.
4. Bulletins issued by Department of Science and Agriculture, Jamaica, 6d. each.
 - No. 3. Cultivation of Citrus in Jamaica.
 - " 5. Maturity Tests for Citrus.
 - " 9. Field Experiments on Sugar Cane in Jamaica (several years)
 - Survey of Yields of Sugar Cane (several years).
 - " 10. Damage in K.S.A.C. by Termites.
 - " 12. Reprints of Miscellaneous Articles (several years).
 - " 13. Report on Agricultural Survey in Cayman Islands.
 - " 14. Proceedings of Summer Course of Lectures and Demonstrations, 1937.
 - " 15. Cercospora Leaf Spot of Bananas.
 - " 17. Soils Erosion and Conservation in Jamaica, 1937. (Out of print).
 - " 19. Fertilizer Investigations with the Gros Michel Banana.
 - " 21., Forestry and Erosion in Haiti and Puerto Rico.
 - " 22. Report of Coconut Growing Areas of Jamaica.
 - " 30. Citrus Pests Investigations.
 - " 32. Diseases of Plants in Jamaica. (Out of Stock)
 - " 33. Legislation re Forestry and Agriculture.
 - " 35. Notes on Chemical Composition of some Grasses grown in Jamaica, 1/-.
 - " 36. A Study Tour of Centres of British Agriculture with Special Reference to Agricultural Mechanization and its application to Jamaican conditions, Part I, 1/-.
5. Agriculture in Jamaica, 1/1.
6. Handbook of Agriculture in West Indies, 10/-.
7. The Principal Agricultural Pests of Jamaica, 2/-.
8. Irrigation Reports, 1927, Five Reports by C. F. Stewart Baker, M.I.C.E. Illustrated by 5 diagramatic maps in colours, in Gazette Supplement form, 6d.
9. Proceedings of Ninth West Indian Agricultural Conference, 1924, 238 pp., 2/6.
10. Produce Dealers Account Books, small 9/-.
11. Extracts from Reports of the Imperial Economic Committee on Marketing and Preparing for Markets of Foodstuffs produced in the Overseas Parts of the Empire. Third Report—Fruit, 1926, 34 pp., 1/-.
12. List of Properties of 50 acres and upwards, 1938, 2/6.
13. The Rainfall of Jamaica from about 1870 to end of 1909, with maps, 2/6.
14. The Rainfall of Jamaica from about 1870 to end of 1919, with maps, 2/6.
15. The Rainfall of Jamaica from about 1870 to end of 1929, with maps, 2/-.
- 15a. The Rainfall of Jamaica from about 1870 to 1939, 2/-.
16. Report upon the Forest of Jamaica, 1886, E. D. Hooper, Indian Forest Department, 1886, 1/-.
17. Address by Sir William Furse, K.C.B., D.S.O., "The Work of the Imperial Institute", 1/-.

18. Statistics of the Sugar Industry of Jamaica. Prepared for the use of the Sugar Commission, 1929. 102 pp., F^ocap. folio, 2/-
19. History of Hope Farm and Part 1 of Jamaica Herd Book of Pure Bred Cattle, 5/-.
20. A Preliminary List of plant Diseases in Jamaica. by Larter & Martyn, 2/3.
21. Forestry Bulletin No. 1, 1/3d.
22. Report, Cost of Production certain Local Food Crops, 1/6d.
23. Report, Survey of Animal Husbandry, etc., Br., Guiana, 6d.
24. Report, Forestry in Cayman Islands, 6d.
25. Report of the Jamaica Banana Commission, 6d. (Out of print).
26. Meteorology of Jamaica, 1936, 1/-.
27. Report of the Banana Leaf Spot Control Advisory Board, 1/-.
28. " Parish Rainfall, 1/-.
29. " Committee on Banana Insurance, 1/-.
30. " " Department of Agriculture, 1914, 1/-.
31. Report, Committee on Reorganization of the Coconut Industry, 1/-.
32. Memo, Colonial Agricultural Policy, 1/-.
33. Report, Agricultural Policy Committee of Jamaica, 1945, 1/-.
34. " Sugar Industry Committee, 1944-45, 1/-.
35. Rehabilitation of the Coffee Industry, 1/-.
36. Report, Economic Survey in Sugar Industry, 2/3.
37. Investigations, Banana Leaf Spot on Gros Michel, 2/-.
38. Report, First W.I. Veterinary Conference, 1/-.

Medical and Health Publications

1. Sale of Drugs and Poisons Law, Ch. 79, 1/-.
2. Public Health Law, Ch. 71, 1/-.
3. Address by Dr. Andrew Balfour, C.B., C.M.G., "Why Hygiene Pays", 1/-.
4. Jamaica Health Stories and Plays, by B. E. Washburn, M.A., M.D., Demy 8vo., 110 p.p., 1929. Stiff paper cover, 4d. each or 3/- a dozen.
5. Forms, Private Nursing Homes, 10/- per 100.
6. Report on Nutritional Condition of Babies in Ja., 6d.
7. " Epidemiology of T.B. in Jamaica, 1/-.
8. " Social Hygiene, Parts I and II, 1/- each.
9. " Vomiting Sickness 1943, 1/-.
10. Public Health Regulations, 1/-.
11. Report, Agricultural Policy Committee on Nutrition in Jamaica, 1/-.

MISCELLANEOUS

1. Census of Jamaica and its Dependencies, 1911, 1/6. 1943, 12/- (paper cover).
2. 1943 Census Bulletins, A 1, 2, 3, 4, 5, 6 and 7, Agriculture 1 and 3, 6d. each.
3. 1943 Census Administrative Progress Report, 1/-.
4. The Jamaica Gazette (Weekly) including Supplements, 20/- per annum in Jamaica; 25/- abroad payable in advance. Separate copies of Gazette, 6d., Extraordinary Gazette, 6d.
5. Supplements to the Jamaica Gazette, containing Bills as introduced into Legislative Council, 6d. each, containing Laws passed, 1/- each.
6. Jamaica Gazette (Defence) Supplements, 1941, 1943 and 1945, 5/- per volume.
7. Finance and Appropriation A/c., Annual, 2/6.

91. Report on Constabulary—Calver 1/3. (Out of Print).
92. Report on Constabulary—Campbell 1/-.
93. Report on Transport in Jamaica, Rooke, 2/-.
94. Infestation of Foodstuffs by Insects, 6d.
95. Conference on the Closer Association of B.W.I. Colonies, Part I, 9d., Part II, 3/-.
96. Census of British Honduras, 1946, 2/6.

The following maps and prints are sold by the Survey Department:—

Maps of Jamaica 2.698 miles to 1 inch.		
Coloured in Two Sheets	.. ..	6/- each
Black and White, One Sheet	.. ..	5/- "
Black and White, One Sheet, mounted	.. ..	16/- "
Coloured, " " "	.. ..	20/- "
Photographic prints of the following maps:—		
* Maps of each Parish 1" to 1 mile	.. ..	21/- each
■ Maps of Liguanea Plain and Kingston (2 Sheets)	.. ..	21/- "
1/10,000	.. ..	21/- "
Map of Jamaica approximately 6.3 miles to 1	.. ..	1/6 "
inch, coloured, unmounted	.. ..	1/6 "
Pomeroy Sheets, 2½" to 1 mile; set of Four Sheets	.. ..	26/- per set
showing Kingston and portions of St. Andrew,	.. ..	20/- " "
St. Catherine and St. Thomas Mounted	.. ..
Unmounted	.. ..

- No. 16 Social Welfare Residential Schools
 " 17 Poor Relief Re-organization
 " 18 Social Welfare
 " 19 General
 " 20 Education in Jamaica
 " 21 Social Welfare
 " 22 Prisons
 " 23 Water Supplies
 " 24 Public Health in Jamaica
 " 47,011 Boys Scouts Association
49. Report, Secondary Education, Kandel, 1/-.
 50. " Subordinate Employees, 3/-.
 51. " Industrial Relations Committee, 1/-.
 52. " Subordinate Staff, K.S.A.C., 1/-.
 53. " Local Government Reform (Hill), 1/-. (Out of Print).
 54. " Apprenticeship Committee, 1/-.
 55. " Committee on Economic Policy, 1/-.
 56. " " Lands Taxation and Valuation, 1/-.
 57. " Training of Local Government Officers, 1/-.
 58. " Elections, 1944 and 1947, 2/- each.
 59. " Committee on Asylum, 1/-.
 60. " " Disturbance at Frome, 1938, 1/-.
 61. " " Disturbance, 1938, 1/-.
 62. " " Fire, 23rd Oct., 1937, 1/-.
 63. " " Lands Department, 1935, 1/-.
 64. " " Parochial Boards, 1899, 1/-.
 65. " " Prisons 1926, 1/-.
 66. " " Pension Legislation, 1/-.
 67. " " Regrading—Ja. Govt. Railway, 1935, 1/-.
 68. " " Regrading—P.M.s., 1937, 1/-.
 69. " Munro and Dickenson Trust, 1/-.
 70. " West Indian Conference, Barbados, (1944) 6d.
 71. " Statement Cost of Restoration Flood Damage, (1933) 1/-.
 72. Women Institute Movement in Britain, 6d.
 73. Preservation of Wooden Building in the Tropics, 1/3.
 74. Reprint of Import and Export Duties, 2/-.
 75. Ten Year Plan of Development, 1/-.
 76. Library Plan of Jamaica, 1945, 1/- (Out of Print).
 77. Co-operation in Jamaica, 1944, by E. Lucette, 6d.
 78. Examination Papers, 1945 and 1946 (Training College and Jamaica Local), 1/- each.
 79. Colonial Development and Welfare Bulletin No. 15, Cost of Education, 6d.
 80. Report, Potentialities of the Tourist Trade Industry in Jamaica 1945, 1/-.
 81. Memorandum of Agreement between Colonial Secretary and Jamaica Telephone Co., 1945, 1/-.
 82. Report, West India Royal Commission, 1938-39, 7/6 (Out of Print).
 83. Report, Agriculture, Fisheries, Forestry and Veterinary Matters, by Prof. F. L. Engledow, 3/6.
 84. Special Report on Land Settlement, by Agricultural Policy Committee, 1/-.
 85. Report, Dev., and Welfare in W.I., 1943-44, 2/-.
 86. Report, W. I. Royal Commission Statement of action taken, 2/-.
 87. Report, Development of Co-operatives in Jamaica, 1/-.
 88. Report, Memo on B.W.I. Inter-Colonial Trade, 6d.
 89. Proposed Road Improvement, 1/-.
 90. Plan for Post-Primary Education in Jamaica, 1/6.

91. Report on Constabulary—Calver 1/3. (Out of Print).
92. Report on Constabulary—Campbell 1/-.
93. Report on Transport in Jamaica, Rooke, 2/-.
94. Infestation of Foodstuffs by Insects, 6d.
95. Conference on the Closer Association of B.W.I. Colonies, Part I, 9d., Part II, 3/-.
96. Census of British Honduras, 1946, 2/6.

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Photographic prints of the following maps:—		
• Maps of each Parish 1" to 1 mile	21/- each
• Maps of Liguanea Plain and Kingston (2 Sheets) 1/10,000	21/- "
Map of Jamaica approximately 6.3 miles to 1 inch, coloured, unmounted	1/6 "
Pomeroy Sheets, 2½" to 1 mile; set of Four Sheets showing Kingston and portions of St. Andrew, St. Catherine and St. Thomas Mounted	26/- per set
Unmounted		20/- " "

No. 5

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO



91. **Report on Constabulary—Calver 1/3.** (Out of Print).
92. **Report on Constabulary—Campbell 1/-.**
93. **Report on Transport in Jamaica, Rooke, 2/-.**
94. **Infestation of Foodstuffs by Insects, 6d.**
95. **Conference on the Closer Association of B.W.I. Colonies, Part I,**

No. 5

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to the current industrial dispute affecting the operation of services for the transport of passengers and goods in the Corporate Area of Kingston and St. Andrew. As Members of the House will be aware, it has been necessary, in the interests of the public, to take special measures to ensure the safe operation of public transport. These measures, which include the provision of Police escorts for the vehicles in question, have involved the calling up of Special Constables and the temporary transfer to Kingston of a number of members of the Police Force ordinarily stationed elsewhere.

2. As a result it is necessary to seek your approval for certain expenditure in excess of that already provided. It is estimated that until the 31st of March, 1948, supplementary provision of £1,575 under Head 36, Sub-head 3—Subsistence—of the current year's Estimates will be required; similarly, that the provision under Sub-head 4—Payments to District Constables—will require to be supplemented by £667, the provision under Sub-head 5—Payments to Special Constables—by £2,649, the provision under Sub-head 8—Transport—by £614 and finally, that under Head 33—Miscellaneous Part II, Sub-head 1—War Bonus—by £1,332.

3. A Resolution seeking your approval of the expenditure of £6,837, the total of the amounts indicated in the preceding paragraph, will be moved in due course.

J. HUGGINS,
Governor.

King's House, Jamaica,
21st March, 1948.

No. 6

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR
TO
THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to inform you of a very generous offer which has been made by Mr. R. C. Lightbourne to present to the Government of Jamaica three machines for carrying out experiments in grass drying. These machines, which are manufactured by Mr. Lightbourne's firm in the United Kingdom, are valued at £1,400 each ex works.

2. For the purposes of the experiments to be carried out with these machines it will be necessary to provide certain other equipment, namely two balers and one hammermill, estimated to cost £1,700. This ancillary equipment which is not manufactured by Mr. Lightbourne's firm, is not included in the free gift; but Mr. Lightbourne has undertaken to arrange for this equipment to be obtained in the United Kingdom and shipped to Jamaica.

The Jamaica Banana Producers' Association Limited has generously offered to make a donation equivalent to the cost of ocean transport of the grass drying machines and ancillary equipment, but handling and wharfage charges, estimated at a total figure of £370, would have to be met by the Government of Jamaica.

3. Mr. Lightbourne has further offered to send a trained operator with the machines, and to pay his salary during the period of his stay in Jamaica, but it is proposed that expenses in respect of the operator's passages to and from the United Kingdom and his subsistence and travelling in Jamaica, should be borne by this Government.

4. The Director of Agriculture will operate and maintain, at the expense of Government, one of the grass drying machines, and a special committee consisting of—

Mr. Arthur Hendricks—Chairman
The Minister for Agriculture, Lands and Commerce
The Director of Agriculture or his representative
Mr. John Steadman
Mr. A. S. Campbell
Mr. Rudolph Burke
Mr. A. S. Nunes, with
Mr. K. S. Davidson as Secretary

will be responsible for the administration and care of the other two machines and of such of the ancillary equipment as is necessary for their operation. The Committee will assign the machines to persons who are prepared to carry out experiments at the direction of the Committee and who will bear the operational and maintenance costs involved.

5. The total cost to Government involved in these proposals has been estimated at £3,250, as under:—

(i) Passage money for expert to put machines in operation and to train operators, return passage at £60 ..	£120	
Subsistence 6 weeks at 30/- per day ..	63	
Local travelling in Jamaica	48	£231
(ii) Estimated cost of two balers	£1,250	
Estimated cost of one hammer mill ..	450	1,700
(iii) Handling charges and wharfage ..		370
(iv) Cost of operation of departmental machine ..		840
(v) Possible contingencies ..		109
		<hr/> £3,250

6. It is now recommended for your approval:—

- (i) that the gift of Mr. Lightbourne and the donation of the Jamaica Banana Producers' Association should be accepted; and
- (ii) that provision should be made in the 1948-49 Estimates for the expenditure (£3,250) involved.

7. A resolution will be moved in the House by the Minister for Agriculture, Lands and Commerce, seeking your approval of these proposals.

J. HUGGINS,
Governor.

King's House, Jamaica,
22nd March, 1948.

No. 7

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO.

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of locally manufactured condensed milk with special reference to the price at which it should be retailed to the consumer, and to the price which should be paid for fresh milk supplied to the Condensary at Bybrook during the remainder of the calendar year 1948.

2. Members will recall that by Message No. 38 of the 30th of August, 1947, the House was asked to approve the payment of a subsidy of £11,610 in respect of local production for the period July to December.

UNITED STATES DEPARTMENT OF AGRICULTURE

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6. It is now recommended for your approval:—

- (i) that the gift of Mr. Lightbourne and the donation of the Jamaica Banana Producers' Association should be accepted; and
- (ii) that provision should be made in the 1948-49 Estimates for the expenditure (£3,250) involved.

7. A resolution will be moved in the House by the Minister for Agriculture, Lands and Commerce, seeking your approval of these proposals.

J. HUGGINS,
Governor.

King's House, Jamaica,
22nd March, 1948.

No. 7

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THE HONOURABLE THE HOUSE OF REPRESENTATIVES

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1947, as an alternative to an increase of $\frac{1}{2}$ d. a tin to the consumer price of locally manufactured milk. This recommendation was made after an exhaustive enquiry into the operations of Jamaica Milk Products, Limited, the local manufacturers, which established to the satisfaction of Government that, as a result of increased manufacturing costs, an increase in the selling price was justified. A Select Committee of the House was appointed to examine this proposal, but no decision has yet been arrived at.

3. Meanwhile, the costs of manufacture have continued to rise and have caused the Company to renew their application for permission to increase the selling price of condensed milk. Representations have also been made that the price of fresh milk supplied by the farmers to the Condensary should be increased.

4. The price which was paid to the farmer for his milk was fixed at $2\frac{1}{2}$ d. a quart in March, 1942; this price was gradually increased until, in October, 1944, it reached 4d. a quart, at which figure it has since remained. Farmers in the west of the Island have received $\frac{1}{2}$ d. a quart less than suppliers from other parts of the Island in order to offset the cost of operating the cooling plant at Montpelier. Although reliable figures of the cost of production to the farmer are not available there can be no doubt that these costs have increased in the three and a half years since October, 1944, during which the price paid for fresh milk has remained constant. The Executive Council is, therefore, of opinion that some increase in the price paid to the farmer for his milk is justified and, after careful consideration, I recommend that, as from the 1st of April, 1948, the price paid to the farmer for milk supplied both at Bybrook and at Montpelier, shall, during the months of April to November inclusive, be $4\frac{1}{2}$ d. a quart, and during the months of December to March inclusive 5d. a quart. The proposed price of 5d. a quart during the four winter months December to March is intended to offset the lower yields prevalent during that period of the year. It will be noted that it is proposed that the price should be at a uniform rate throughout the Island, the suppliers from the Montpelier area thus receiving an increase of $\frac{1}{2}$ d. a quart during eight months of the year and $1\frac{1}{2}$ d. a quart during the remaining four, and suppliers from the remaining parts of the Island increases of $\frac{1}{2}$ d. and 1d. a quart, respectively.

5. It is further proposed that there shall be no increase in the price at which condensed milk is at present retailed, i.e., $9\frac{1}{2}$ d. a tin for Nestle and $8\frac{3}{4}$ d. a tin for Betty and Dairy Queen.

6. If the recommendations put forward in paragraphs 4 and 5 above are accepted and if, as is also recommended, Jamaica Milk Products Limited is permitted to obtain, during the calendar year 1948, a net profit on the local manufacture of condensed milk, after payment of taxes, on a basis of 6% of the paid-up capital of the Company which at present stands at £120,000 and on the condition that there shall be no increase in the paid-up capital without the consent of this Government, it will be necessary to provide by way of subsidy on locally manufactured condensed milk, after effecting certain economies in present arrangements for distribution by wholesalers, a sum of approximately £32,000 in respect of the calendar year ending 31st of December, 1948. This estimate is based on the assumption that there will be no further increase in manufacturing costs during the remainder of this calendar year, and on an output for the year at present estimated at 220,000 cases. The precise amount which will be required for subsidy must, of course,

depend on the figures of actual quantities produced and of actual production costs. The subsidy of £32,000 proposed is approximately equivalent to the amount which could be obtained by an increase in the retail price of locally produced condensed milk by 1d. per tin throughout the period 1st of April to 31st of December, 1948.

7. It is proposed to review the arrangements recommended in this Message during November, 1948, with a view to a decision then being reached as to whether or not they should be continued on the same basis during 1949. If it is then decided to recommend that locally produced condensed milk should continue to be subsidised, it will be necessary to seek approval for supplementary expenditure in 1948-49 in a further amount in respect of the three months January to March, 1949.

8. A Resolution will be moved in the House to increase the provision made under Head 58, Price Stabilisation, of the draft Estimates for the year 1948-49, as presented to the House by a sum of £32,000 to subsidize the sale of locally manufactured condensed milk during the calendar year 1948.

J. HUGGINS,
Governor.

King's House, Jamaica,
22nd March, 1948.

No. 13

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to the advance of £150,000 on account of loans to be raised later which was approved by the House last November for land settlement and also to my Message, No. 83, of the 10th of February, 1948, in which it was recommended that there should be purchased nine properties having a total acreage of approximately 12,100 acres. That recommendation was accepted by the House.

2. I have now to recommend that authority be given for the immediate purchase of the following additional properties:—

Camp Savannah, Westmoreland	}	..	1,306 acres
Geneva, "			
Crowder Commons			
Belle Vue, St. Catherine			
Grange Hill, Portland	..	..	816 acres
	..	..	1,271 acres
Total	..	..	3,393 acres

The sum of £150,000, the advance of which has already been approved by the House, will not be sufficient to cover the purchase of these five additional properties (together with the legal expenses of transfer and the cost of such boundary surveys as may be necessary) in addition to the nine properties for the purchase of which the authority of the House has already been given, and a further advance of £21,000 will therefore now be necessary.

3. The authority of the House is also sought for the expenditure of £10,000 to meet preliminary expenses involved in the development of the nine properties for the purchase of which authority has already been given and of the five additional properties mentioned above. The total additional advance on account of loans to be raised for which the authority of the House is now sought is therefore £31,000.

4. A Resolution will be moved by the Minister for Agriculture, Lands and Commerce who will be prepared in accordance with the usual practice to provide full information regarding the prices which it is recommended should be paid for these properties and their suitability for land settlement.

J. HUGGINS,
Governor.

King's House, Jamaica,
19th April, 1948.

No. 14

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to submit for your consideration a proposal for the creation of a post of Secretary for Economic Affairs in the Secretariat.

2. During recent months, the time of Government has been very greatly taken up with questions of industrial development and of import and price control. The importance of these matters has increased as a result of the dollar crisis; the desire to restore the tourist trade; and the interest which has been shown by industrialists in the opportunities for industrial development which Jamaica at present offers.

3. As a result, an increasing burden has been thrown on the Colonial Secretary and the Development Division of the Secretariat and it has become evident that the Secretariat, as at present staffed, is not in a position to deal expeditiously with these important and urgent economic problems, whilst at the same time to devote adequate attention to development matters.

4. It is accordingly recommended that a pensionable post of Secretary for Economic Affairs should be created with salary at the rate of £1,500 a year, with the intention that the holder of this post should devote the whole of his time to industrial and price control problems. The post is in no way comparable with that of Secretary for Development, which has recently been abolished, since the holder of that office was concerned with the preparation of long-term development schemes, while the Secretary for Economic Affairs would be concerned with day-to-day economic problems. The creation of this post will free the Assistant Secretary in charge of the Development Division for the work for which his post was created.

5. A Resolution on this subject will be moved by the Minister for Finance and General Purposes.

J. HUGGINS,
Governor.

King's House, Jamaica,
19th April, 1948.

No. 16

MESSAGE FROM HIS EXCELLENCY THE ACTING GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

In accordance with section 3 (i) (a) of the Loan (General Purposes) Law, Law 1 of 1946, I have the honour to seek your approval of the reallocation of the Schedule of that Law. This section provides that "where any amount specified for any particular purpose in the Schedule to this Law has not been expended it shall be lawful for the Governor in Executive Council, subject to the approval of the House of Representatives, to apply such amount, or any unexpended portion of such amount, for any other purpose specified in such Schedule".

2. The proposed reallocation which was recommended by the Executive Council on the 23rd of February, 1948, is as set out hereunder:—

No. of Item	Schedule and Item No. in Loan Law	Amount Sanctioned by Law	Proposed Reallocation
		£	£
1	To meet the remainder of the cost of certain works originally provided for in the Schedule of the Loan under Law 21 of 1943, for which assistance has been received under the Colonial Development and Welfare Act.		
	(a) Agricultural Centres ..	345,000	356,303
	(b) Food Storage ..	1,250	1,250
2	For Housing Schemes ..	100,000	100,000
3	For Railway Renewal Works ..	200,000	200,000

	£	£
4 Municipal Works— For reloan to the Kingston and Saint Andrew Corporation to be expended on works within the Corporate Area ..	70,000	70,000
5 Parochial Works— For reloan to Parochial Boards to be expended on Parochial Works ..	100,000	128,340
6 Drainage, Chatham Swamps and construction of Airfield at Mon- tego Bay ..	120,710	86,500
7 Miscellaneous— For such purposes as may be approved by the Governor in Executive Council ..	13,040	7,607
	<u>£950,000</u>	<u>£950,000</u>

3. A Resolution seeking your approval will be moved accordingly.

D. C. MACGILLIVRAY,
Acting Governor.

King's House, Jamaica,
29th April, 1948,

No. 17

MESSAGE FROM HIS EXCELLENCY THE ACTING GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to Message No. 18, of the 1st of July, 1947, regarding the operation of the tramway service in Kingston and Saint Andrew, and to inform you that the Government has recently had under consideration the question of the future of the tramway service in the Corporate Area after the conclusion of the existing arrangements, as set out in that Message, on the 10th of May, 1948.

2. Notification was received from Jamaica Utilities, Limited some little time ago, that they had sufficient buses available to undertake all services in the Corporate Area at present undertaken by the tramway service, and the Island Traffic Authority, after full enquiry, reported, that it was satisfied that Jamaica Utilities, Limited, were in fact in a position to provide these services.

3. The Government has felt, however, that it is desirable that the transition from a mixed tramway and bus service to a service provided exclusively by buses should be more gradual and that, in order to ensure that fully adequate services are available to the public and to allow

Jamaica Utilities, Limited, a small margin of reserve of vehicles, one section of the tramways should still be retained. The Jamaica Public Service Company, despite the difficulties involved in maintaining a very limited service, has offered to continue the operation of the tramway service on the Rockfort route alone. Arrangements have accordingly been made, subject to the approval of the House, for the Jamaica Public Service Company to continue to provide a tramway service on the Rockfort route for a further period of three months from the 10th of May, 1948, on the following terms:—

- I. It may be necessary during the extended period for the Company to obtain materials, spare parts and stores the purchase of which would not be justified by the short period of operation, and the Government will therefore make a contribution not exceeding £1,250 towards the purchase of materials and spare parts and the cost of stores issued during the extended period.
- II. If payments by the Company in respect of claims arising out of accidents during the period of the three months extension should exceed £2,531 the Government will reimburse the Company in the full amount of such excess up to a maximum sum of £1,250.
- III. The Government will accept the liability for increased charges to the Company in respect of wage increases resulting from variations in the cost-of-living index after the 10th of May, 1948, and during the three months period of extended operations.
- IV. (1) The Company will be responsible for reinstating the roadway in any case in which it is disturbed by the Company after the 10th of May, 1948—
 - (a) for the purpose of effecting any repairs to the rails or replacing the rails upon any section of the line which is then still in operation; and
 - (b) for the purpose of removing any rails from any section of the line which may have been abandoned, for the use in effecting repairs or replacements referred to in sub-paragraph (a) of this condition.
- (2) The Government or the Kingston and St. Andrew Corporation will be responsible for all repairs to and maintenance of roadways throughout the tramway system except as provided in sub-paragraph (1)
- (3) The Company shall continue to be liable to pay to the Kingston and St. Andrew Corporation the sum of £1,866 14s. 9d. pursuant to paragraph (26) of the Kingston and St. Andrew Tramways Further Licence.
- (4) The Government will indemnify the Company against all claims of every kind by third parties arising out of the condition or alleged condition of any roadway for the reinstatement of which the Company is not responsible under sub-paragraph (1) of this condition.

4. With the exception of term No. III, to which further reference is made in paragraph 5 below, the above terms are identical with the terms set out in Message No. 18 of the 1st of July, 1947, which were approved by the House of Representatives on the 15th of July, 1947, in respect of the continued operation of the tramway service up to the 10th of May, 1948, except that Government's potential liability in respect of stores and damage claims has been reduced in a manner proportionate to the reduction in the period for which the further extension is proposed.

5. With regard to term No. III of the terms set out above it should be explained that under an existing agreement between the Jamaica Public Service Company and its employees the Company makes automatic increases in wages for each 5-point rise in the cost-of living index. The estimated liability of Government in respect of these increases if the Company operates the Rockfort route alone is about £30 a month for each 5-point increase in the index.

6. It is strongly recommended that the terms set out above which have been agreed between the Government and the Company, subject to the approval of the House should be accepted so that the tramway service on the Rockfort route can be continued for a further period of three months from the 10th of May, 1948.

7. A Resolution will be moved accordingly at the earliest opportunity.

D. C. MACGILLIVRAY,
Acting Governor.

King's House, Jamaica,
5th May, 1948.

No. 19

MESSAGE FROM HIS EXCELLENCY THE ACTING GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to inform you that the Jamaica Olympic Association has asked for financial assistance from Government funds towards the cost of sending a representative team of Jamaican athletes to take part in the Olympic Games which will begin in London on the 29th of July.

2. Members will remember that a grant of £2,000 was made to the Association when it sent a team to the Pan-American Olympic Games held in Baranquilla, Colombia, in December, 1946. I recommend that on this occasion the House agree that a contribution should be made from Government funds of an amount not exceeding 50% of the expenditure actually incurred, provided that the grant shall be limited to £2,000.

3. A Resolution to this effect will be moved in due course.

D. C. MACGILLIVRAY,
Acting Governor.

King's House, Jamaica,
17th May, 1948.

No. 21

MESSAGE FROM HIS EXCELLENCY THE ACTING GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to submit for your consideration a proposal for an increase of the commissioned ranks of the Jamaica Constabulary Force by four additional officers—two to strengthen the Criminal Investigation Department and two to increase the establishment.

2. It has become urgently necessary to strengthen the staff of the Criminal Investigation Department, but the existing strength of the commissioned ranks of the Force does not permit the release of officers from other duties for training in criminal investigation. Further, the officer at present in charge of the Branch functions not as an administrative officer in charge of the Criminal Investigation Department but as a working officer who is himself actively engaged in criminal investigation. The volume of serious crime, however, far exceeds the capacity of the one officer whom it is possible to spare for these duties and much important work is, therefore, necessarily left to junior members of the Department. It is, therefore proposed that this Branch of the Force should be strengthened by the appointment of two additional officers with experience in criminal investigation work.

3. With regard to the other two appointments the existing establishment of officers of the Force provides only sufficient strength for actual duties to be performed. There is no surplus to allow for the grant of vacation leave; to provide for sickness; or for officer reserves upon occasions of emergency. In particular, the existing position in regard to the grant of vacation leave is most unsatisfactory and it has recently been disclosed that one officer has not had leave for eleven years, one not for nine years, two not for eight years, two not for seven years and one not for six years.

4. It is accordingly recommended for your approval that the existing provision in the Estimates in respect of Sub-Inspectors should be increased by four.

5. A Resolution on the subject will be moved by the Minister for Finance and General Purposes.

D. C. MACGILLIVRAY,
Acting Governor.

King's House, Jamaica,
18th May, 1948.

No. 22

MESSAGE FROM HIS EXCELLENCY THE ACTING GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the question of Government's contribution towards the advertising campaign conducted by the Tourist Trade Development Board.

2. As you are aware, in the 1947-48 estimates an amount of £30,000 was provided as Government's contribution towards the tourist advertising campaign. The condition on which the amount was to be expended was that Government's contribution would be proportionate to private contributions in the ratio of 3:2, £30,000 being the maximum that Government would contribute. In the event, the Tourist Trade Development Board collected only £8,839 from private contributions and, accordingly a sum of £13,259 only was drawn from the amount provided by Government. The total amount thus available to the Board for advertising during 1947-48 was only £22,098, whereas an expenditure of £50,000 (£30,000 from Government and £20,000 from public subscriptions) had been anticipated.

3. In addition to the fact that private contributions have been far below expectations, the condition whereby the Board is not permitted to draw upon the Government allocation until it has collected funds from the public has made it extremely difficult for the Board to carry out the advertising and promotional work necessary; the Board has been unable to plan sufficiently far ahead or to lay down a full year's programme, since it has been impossible even to estimate with any precision the amount of money which the Board would have at its disposal during the year. It is therefore proposed that in 1948-49 a sum of £15,000 from out of the provision of £30,000 under Head 49, Sub-Head 39 in the Estimates be made available unconditionally to the Tourist Trade Development Board and that further contributions to the Board be made on the 3:2 public contributions basis up to a limit of a further £24,000. This would mean that if public contributions amounted in 1948-49 to £10,000, the total Government grant would be £30,000, making, together with the public contributions, a total sum of £40,000 available for advertising. If, however, public contributions were to reach the figure of £16,000 then the total Government grant would be £39,000 and the total amount available to the Board would be £55,000. Since the amount provided in the 1948-49 budget is £30,000 only, the approval of the House is sought for the increase of the provision under Head 49, Sub-Head 39 by £9,000 to meet this additional expenditure, should it be required.

4. The advantage of this arrangement will be that the Board, in the knowledge that at least £15,000 is immediately available, will be able to plan its advertising campaign in advance while at the same time, there will remain an inducement for public contributions.

5. A Resolution seeking the approval of the House for the increase of the provision will be moved in due course.

D. C. MACGILLIVRAY,
Acting Governor

King's House, Jamaica,
20th May, 1948.

MESSAGE FROM HIS EXCELLENCY THE ACTING GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to the Sixth Resolution of the Conference on the Closer Association of the British West Indian Colonies held at Montego Bay last September in which it was recommended that "a Standing Closer Association Committee composed of delegates appointed by the Legislatures of each unit in the British Caribbean area, not exceeding the numbers specified in the schedule to this Resolution", should be constituted. This Resolution, together with the other Resolutions of the Conference, was endorsed by the House of Representatives by motion passed on the 11th of March, 1948, and at the same time the House approved "in principle the expenditure of such funds as may be required to provide an appropriate contribution towards the expenses of the Committees contemplated by these Resolutions". The Sixth Resolution, along with the others, was also endorsed by the Legislative Council of Jamaica on the 27th of February, 1948, and information has now been received from the Secretary of State for the Colonies that the Legislatures of all the other Colonies concerned have accepted this Resolution. In his despatch No. 306, of the 4th of December, 1947, the Secretary of State stated that all costs of the Standing Closer Association Committee, other than the expenses of the delegates appointed to it by the Legislatures, would be borne by His Majesty's Government.

2. You will be aware from the public announcement made by the Secretary of State on the 18th of May, 1948, a copy of which is attached to this Message, that Major General Sir Hubert Rance, G.C.M.G., C.B.E., C.B., has accepted appointment as Chairman of the Standing Closer Association Committee. He has now arrived at Barbados to take up his duties as Chairman, and the Secretary of State has requested that, in order that the Committee may be able to begin work without delay, the Legislatures should proceed to appoint representatives to the Committee in accordance with the Schedule to Resolution Six of the Montego Bay Conference. In that Schedule the number of delegates specified to represent Jamaica is two.

3. I suggest that the House of Representatives should now proceed to nominate one of these delegates, and I am addressing a Message to the Members of the Legislative Council suggesting that the other delegate should be nominated by them. It should be noted from the terms of the Resolution of the Montego Bay Conference that the representatives on the Standing Closer Association Committee are not necessarily to be appointed from among the members of the Legislature.

D. C. MACGILLIVRAY,
Acting Governor.

King's House, Jamaica,
31st May, 1948.

No. 24

MESSAGE FROM HIS EXCELLENCY THE ACTING GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you regarding the supply of Food Yeast to certain Government institutions for inclusion in the daily dietary.

2. Food Yeast, a by-product of molasses, is being manufactured at Frome on behalf of Colonial Food Yeast, Limited, a company registered in London and financed by the Government of the United Kingdom. The dry yeast contains 50% high class protein—not as high as meat but higher than vegetable protein—is also a rich source of vitamins of the B group (especially B2), and is of particular value in supplementing diets consisting principally of starchy foodstuffs.

3. During the past year approximately four tons of this yeast has been used at the Industrial School at Stony Hill, at child welfare clinics and at certain selected schools which serve lunches to children and a provision of £1,000 was included in the 1948-49 Estimates under Head 31 Sub-head 29 for a continuation of this limited programme. Additional supplies of the yeast from the factory have, however, now become available for use in the West Indies and it is proposed that its use in Government institutions should be extended both by provision on a more adequate scale to those institutions to which it is already supplied and also by inclusion within the scheme of Government hospitals, pre-natal clinics, the Mental Hospital, the Lepers Home, all school canteens and all industrial schools and orphanages. Approximately 50 tons at a cost of £9,800 will be required during the current financial year for the purpose of the extended programme.

4. The House is accordingly invited to approve these proposals and that the amount of £1,000 already provided under Head 31 Sub-Head 29 of the current year's estimates be supplemented by a sum of £8,800.

5. A Resolution seeking your approval of this recommendation will be moved in due course.

D. C. MACGILLIVRAY,
Acting Governor.

King's House, Jamaica,
31st May, 1948.

No. 25

MESSAGE FROM HIS EXCELLENCY THE ACTING GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on a proposal to seek a free grant of £20,749 under the provisions of the Colonial Development and Welfare Acts to meet the cost of erecting and operating a canning plant on the premises of the Department of Commerce and Industries in Kingston.

Particulars of the proposal are given in the attached Memorandum of Application.

2. Provision is made under item 16 of the Ten-Year Plan of Development for research into the marketing and processing of primary products. The total allotment is £94,000 and it is intended that schemes under this head should be the subject of applications for assistance from Colonial Development and Welfare funds.

The proposal put forward in this Message is such a research scheme, its primary object being to extend the experimental work in the canning of Jamaican fruits and vegetables, which has been carried on by the Canning Officer over the past year, by (a) the training of operators in canning technique, and (b) endeavouring to establish, through trials on a commercial scale, the marketability of various canned products.

3. The Canning Officer's present contract expires in February, 1949, and a decision whether he should be offered an extension of his contract and for what period, will depend upon the result of the application for assistance and the date on which the plant will come into operation. Some time will, in any case, elapse between consideration of the scheme by the House and the receipt of a decision from the Colonial Office on the request for assistance; it will be many months more before the new plant can be set up. It is therefore very desirable, if the scheme is approved by the House, that orders for the plant should be placed immediately.

4. The approval of the House is accordingly sought (i) for the submission of the Application to the Secretary of State, and (ii) for the placing of orders for the plant immediately, on the understanding that, should the Secretary of State not approve the scheme, the cost thereof will be met from General Revenue.

D. C. MACGILLIVRAY,
Acting Governor.

King's House, Jamaica,
1st June, 1948.

No. 27

**MESSAGE FROM HIS EXCELLENCY THE ACTING GOVERNOR
TO
THE HONOURABLE THE HOUSE OF REPRESENTATIVES**

Members of the House of Representatives,

I have the honour to refer to the Governor's Message No. 37, which was sent to the House on the 18th of October, 1946, on the subject of the provision of catchments and storage tanks in dry rural areas in Jamaica.

2. As Members are aware, the sum of £108,000 included in the draft Ten-Year Plan of Development for catchments and storage tanks has been fully allocated, namely:—

£10,645 First Tank Programme—balance required for completion of 31 tanks included in Colonial Development and Welfare Schemes Nos. D 255 and D 255A.

32,500 Second Tank Programme—construction of 13 tanks from Jamaica funds.

65,000 Third Tank Programme—construction of 26 tanks included in Colonial Development and Welfare Scheme No. D 741.

£108,145

3. While the programmes referred to above have relieved water supply conditions in a number of districts there are other areas where there is urgent need for a public water supply and where the rain water tank is the only practical means of meeting that need. It is therefore proposed that assistance from Colonial Development and Welfare funds should be sought beyond the amount originally contemplated in the draft Ten-Year Plan of Development, in order to extend the programme of tank construction.

Accordingly, I now recommend for your approval that an application be made for a free grant of £72,500 from Colonial Development and Welfare funds to meet the cost of a Fourth Programme of 25 tanks with a capacity of 100,000 gallons each. If a grant is secured the amount will, of course, count against the allocation of £6,500,000 which has been made to Jamaica under the Colonial Development and Welfare Act, 1945.

4. Members will recollect that a sum of £4,000 has been provided in the Colony's Estimates for 1948-49 to meet the cost of acquiring the sites for these tanks. While the actual work of construction may not begin until the Secretary of State has approved the application, this provision will make it possible to proceed with the purchase of the sites, as soon as the list of districts to be included in the Programme has been determined and the actual sites selected.

Steps are currently being taken to determine the districts to be served under the programme.

5. A Resolution will be moved accordingly by the Minister for Social Welfare seeking the authority of the House to submit immediately to the Secretary of State an application for a free grant of £72,500 to meet the cost of the Fourth Tank Programme.

D. C. MacGILLIVRAY,
Acting Governor.

King's House, Jamaica,
9th June, 1948.

No. 29

MESSAGE FROM HIS EXCELLENCY THE ACTING GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of the fire which destroyed a large portion of the town of Castries, St. Lucia, on the 19th and 20th of June.

2. It is clear from reports which have been received that there has been considerable damage, that large numbers of people have been rendered homeless and that there is great need of food and clothing. I am sure that members of the House and the people of Jamaica have learnt with sorrow of this disaster which has befallen the people of St. Lucia, and as a practical expression of sympathy I suggest that this Government should make a grant of £5,000 to the Government of that Colony in order that it may apply these funds to the relief of the distress which has been caused by the fire.

3. A Resolution seeking your approval of this provision will be moved accordingly.

D. C. MacGILLIVRAY,
Acting Governor.

King's House, Jamaica,
21st June, 1948.

No. 30.

MESSAGE FROM HIS EXCELLENCY THE ACTING GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of a proposal to erect a cement factory in Jamaica.

2. Negotiations have been in progress for some time with a view to the establishment of such a factory. Agreement has now been reached and a Bill will shortly be introduced providing for the grant of an exclusive licence to manufacture cement in Jamaica and you will at the same time be invited to agree with the terms of the Licence which it is proposed to grant, a copy of which accompanies this Message.

3. It is proposed, subject to the approval of the Legislature to grant this Licence to a company to be known as the Caribbean Cement Company, Limited, with a share and loan capital of £1,200,000 made up as follows:—

- (a) £500,000 of First Debentures to bear interest at a rate not exceeding 5% per annum;
- (b) £400,000 of Income Stock to bear interest at a rate not exceeding 6% per annum which is to be issued in units not exceeding £30;
- (c) £300,000 of Ordinary Shares of a par value of £1 each.

Not less than £300,000 of the Income Stock and £100,000 of the Ordinary Shares are to be offered for public subscription in Jamaica.

4. It is proposed that the Licence should last for a maximum of nineteen years consisting of two periods the first of which may extend to seven years and the second to twelve years, the actual length of the first period being determined by the profits earned and that of the second period by the extent to which the licensees avail themselves of their right to write off capital in accordance with the provisions laid down in clauses 12 and 21 (5) of the Licence. During the continuation of the Licence the Company will be granted relief from Customs Duty, Income Tax and mineral royalties as set out in clauses 11, 12 and 13 of the Licence. In return for these concessions, in addition to being afforded an opportunity of participating in the capital of the Company, Jamaica will be guaranteed a supply of cement at a price during the first period of at least 30/- per ton or 1/3 a bag less than the landed cost in Jamaica of ordinary Portland cement manufactured in Great Britain and sold there for domestic consumption, and during the second period at a cost of 40/- a ton or 1/8 a bag less than the landed cost of such cement.

Government is of opinion that these terms will prove advantageous to Jamaica and they are commended for your acceptance.

D. C. MacGILLIVRAY,
Acting Governor.

King's House, Jamaica,
22nd June, 1948.

No. 35.

MESSAGE FROM HIS EXCELLENCY THE ACTING GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to put forward for your consideration and approval the following proposals which aim at providing an adequate supply of good seed for growers of local foodstuffs. The proposals are based upon recommendations submitted to Government by the Director of Agriculture.

2. The propagation of good seed, supplies of which are urgently required so that both the quality and quantity of food supplies may be increased, demands special cultivating conditions and harvesting techniques the application of which entails expenses additional to those involved in the cultivation and harvesting of produce for consumption. It is therefore proposed to subsidise the production of seed for the following foodstuffs:—yellow corn, rice, peas, guinea corn and peanuts.

3. Farmers will be selected and offered contracts to produce the seed under conditions laid down by the Department of Agriculture designed to ensure its purity. The Department of Agriculture will purchase seed contracted for at a price equivalent to the market price of the ordinary consumer product plus 33 $\frac{1}{3}$ %. The seed will then be sold to growers through the organization of the Jamaica Agricultural Society at the prevailing market price for seed, or at such lower price as circumstances may warrant, the Society receiving a commission of 10% on sales.

4. The major portion of the expenditure by Government on this scheme for seed propagation would be recovered from sales. Government would however meet, by subsidy, the difference between the price paid to contractors producing selected seed and that fixed for its sale by the Jamaica Agricultural Society to growers. There might also be occasional losses sustained through spoilage and fluctuations in selling prices, and the commission of 10% to the Jamaica Agricultural Society would be non-recoverable.

5. At first the scheme would be largely experimental, as there is little up-to-date information available regarding the cost of producing seed of good quality. It is estimated that in a full year a sum of £10,000 would be required to implement the scheme, but that for the current financial year a vote of £4,000 would be sufficient, out of which not less than £2,000 would be recovered by the end of March, 1949.

A Resolution will be moved by the Minister for Agriculture seeking your approval in principle of this scheme, and that a supplementary vote of £4,000 be provided under Expenditure Head 5: Agriculture, Part II to meet the cost of seed purchases during the current financial year.

D. C. MACGILLIVRAY,
Acting Governor.

King's House, Jamaica,
28th June, 1948.

No. 36.

MESSAGE FROM HIS EXCELLENCY THE ACTING GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of the expenses of the British West Indies Central Labour Organisation in the United States of America.

2. As you will be aware, the Organisation was established in 1943 to deal with matters affecting the employment of British West Indian workers in that Country under an Agreement between this Government and that of the United States. While that Agreement was in force, His Majesty's Government in the United Kingdom contributed 50% of the expenses of the Organisation, the remainder being met by the British West Indian Governments in proportion to the number of workers from each territory. With effect from the 1st of January, 1948, however, the United States Government disassociated itself from arrangements for this employment, which have since been effected by negotiations between this Government and representatives of the employers themselves, and from that date too the United Kingdom ceased its contribution to the expenses of the Organisation.

3. At the same time arrangements were made to ensure, so far as possible, that funds would be available to meet these expenses in full by deductions from the workers' earnings and to relieve this Government of the necessity of making any contribution towards the cost of the Organisation. So long as the number of workers remains sufficiently large the amount realised from these deductions will be adequate to meet these costs, and at present it appears certain that no part of the provision of £6,000, as a contribution towards the expenses of the Organisation, under Head 27 Sub-Head 15 of the Estimates for the present financial year, will be expended. It is necessary however, to provide for acceptance of the liability, on the previous proportionate basis, that would arise if the amount obtained by deductions from the workers wages should at any time in the future prove insufficient to meet expenses. In such an event, estimates would be submitted for the approval of the House in the usual manner. For the present, all that is required is acceptance of a contingent liability in this matter, and a Resolution seeking this acceptance will be moved in due course.

D. C. MACGILLIVRAY,
Acting Governor.

King's House, Jamaica,
29th June, 1948.

No. 38.

MESSAGE FROM HIS EXCELLENCY THE ACTING GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to inform you that the General Manager of the Railway, has again represented the urgent need for securing rolling stock and spare parts in order further to reduce the operating cost of the Railway by substituting light diesel rail cars for steam trains on regular passenger services. The matter was referred to in Sir John Huggins' Message No. 20 of the 2nd of July, 1947, but the proposals contained in that Message were not accepted by the House at that time.

2. The extended use of modern diesel rail passenger cars will not only reduce the cost of operating the Railway but will provide a more comfortable and speedy form of transportation than is provided by the present mixed steam trains. The rail cars already in use have proved very popular and have reduced considerably the cost of operating passenger services. The equipment is, however, inadequate to meet the present demands. It is also desirable that a number of heavy motor trolleys should be obtained for the conveyance of track men to and from work, especially in the hill sections of the line.

3. The approval of the House is therefore sought for the placing of orders in the United Kingdom for delivery within the next two years of the following rolling stock and spare parts:—

3 power rail cars to carry 70 passengers each	}	£115,000
1 spare power bogie		
4 trailers to carry 90 passengers each		
4 engines, gear boxes, etc., for replacements to existing diesel rail cars		
4 tractor trolleys for permanent way gangs		6,000
10 trailers to be operated in connection with the tractor trolleys		2,000
Spare parts for tractor trolleys		2,000
		<hr/> £125,000

4. It will also be necessary to provide oil storage for the fuel oil now being used. The approval of the House is therefore sought for an expenditure of £2,000 on tanks, pipes, fittings, materials and labour for the completion of oil storage accommodation in Kingston and at selected out-stations.

5. I recommend that authority be given for an advance of £127,000 against funds to be provided under The Loan (Development Works) Law, 1947, so that the orders for the necessary equipment may be placed as soon as possible. A Resolution will be moved in the House accordingly.

6. I am addressing you separately regarding certain proposals for the payment of compensation to the coal workers who have lost their employment as a result of the programme of conversion of railway engines from coal to oil burning.

D. C. MACGILLIVRAY,
Acting Governor.

King's House, Jamaica,
2nd July, 1948.

No. 46

MESSAGE FROM HIS EXCELLENCY THE ACTING GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to recommend that the House should approve the supplementing of the Parochial Water Supplies Fund during the present financial year by a further contribution of £5,000 from General Revenue (in addition to £10,000 already provided in the Colony's Estimates for 1948-49 under Head 33, Part I, Sub-head 58) to assist Parochial Boards to meet the cost of constructing and improving minor water supplies in the parishes.

2. The Ten Year Plan includes provision of £100,000 for Minor Water Supplies. Following upon a decision by Government taken three years ago, the Parochial Water Supplies Fund has been receiving annual contributions of £10,000 from General Revenue since 1946-47, and it is proposed that these contributions should be continued for a further period of four years thus providing £60,000 of the provision of £100,000 for Minor Water Supplies included in the Ten Year Development Plan.

3. In order to provide the remaining £40,000 in the Ten Year Development Plan, the Secretary of State for the Colonies has approved of a grant of £40,000 from Colonial Development and Welfare funds (Colonial Development and Welfare Scheme D880) to be spread over a period of four years beginning 1948-49, not more than £15,000 being spent from the grant in any one year. The Secretary of State has laid down certain conditions within which minor schemes will be eligible for assistance by grants from this source. The assistance to such schemes is limited to 50% of the cost in each case, the remaining 50% to be met from Jamaica funds (Government or Parochial) subject to a limit of £1,250 from Colonial Development and Welfare funds in each case.

4. The Executive Council has decided that the resources of the Parochial Water Supplies Fund may be applied:—

- (a) to assist Parochial Boards by loan and/or grant to meet the remaining half cost of schemes for which a Colonial Development and Welfare grant of one-half cost has been approved, should the finances of the Parochial Board justify such further assistance; and
- (b) to assist Parochial Boards by loan and/or grant to undertake schemes which do not qualify for assistance under the Colonial Development and Welfare grant.

5. The Executive Council has accordingly considered a number of minor water supply schemes submitted by Parochial Boards and approved of their being undertaken on the basis of half grant under Colonial Development and Welfare Scheme D 880, the Parochial Water Supplies Fund providing the remaining half by loan and/or

grant. The Parochial Board of each parish has also been asked to submit in detail a priority list of minor water supply schemes which are considered necessary, in order that a programme of such schemes may be completed and formulated respectively for 1948-49 and 1949-50.

6. The present resources of the Parochial Water Supplies Fund are, however, inadequate to meet the commitments which the above decisions involve, and it is therefore proposed that the Fund should be supplemented by the amount of £5,000 in the current year.

7. A Resolution to that effect will be moved by the Minister for Finance and General Purposes.

D. C. MACGILLIVRAY,
Acting Governor.

King's House, Jamaica,
6th August, 1948.

No. 47

MESSAGE FROM HIS EXCELLENCY THE ACTING GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House or Representatives,

I have the honour to invite your attention to the provisions which are made in the Ten Year Plan of Development and in the Schedule to the Loan (Development Works) Law, Law 35 of 1947, for expenditure on irrigation works and soil rehabilitation measures. It is proposed that expenditure on these schemes should be authorised beyond the amounts shown in the Schedule and, in accordance with section 3 (a) of the Law, I have to seek the approval of the House for the necessary re-allocations.

2. Item A (3).—Irrigation Works:

The amount specified in the Schedule under this Item is £16,500, and it is now proposed that authority should be given for expenditure on irrigation works from funds raised under the Loan (Development Works) Law up to a total of £31,050. Authority has previously been given by the House for expenditure of £10,500 to enable exploratory borings to be carried out in connection with the Rio Cobre and Mid-Clarendon irrigation schemes. A further sum of £20,550 is now required so that provision may be made for further test borings in the Rio Cobre area, and so as to provide assistance to farmers in the installation of small irrigation systems.

3. Item A (4).—Soil Rehabilitation Measures:

The provision in the Loan Schedule for this purpose is £5,000. It is proposed that the full amount of £50,000 allocated in the Ten Year Plan of Development for soil rehabilitation should be met from the

funds recently raised under the Loan (Development Works) Law of 1947 and placed at the disposal of the Yallahs Valley Authority as soon as that body has been set up. A further allotment of £45,000 is therefore required on this Item of the Loan Schedule.

4. It is proposed that the additional amounts required under these two Items should be met from out of the unallocated provision of £200,000 which was inserted in the Loan Schedule for precisely such purposes.

5. A Resolution will, therefore be moved in due course seeking authority for the re-allocation in a total sum of £59,550 from the unallocated provision in the Loan Schedule as follows:—

To Item A (3) Irrigation Works	£14,550
To Item A (4) Soil Rehabilitation Measures	£45,000

D. C. MACGILLIVRAY,
Acting Governor.

King's House, Jamaica,
6th August, 1948.

No. 52

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to recommend that the House should approve a supplementary vote of £111,775 under Head 56, Public Works Extraordinary, Sub-Head 143, Elementary School Buildings, Scheme D 364, so as to provide for an expanded programme of building in the current year.

2. Since this year's budget was passed, the progress of expenditure under Scheme D 364 has been reviewed and a programme of building for the year has been approved which aims at avoiding the interruptions in the continuity of building operations which have occurred in the past. This programme provides for—

(i) the construction of 32 Elementary Schools, four of which are in Kingston and St. Andrew. The total cost involved including provision of furniture, is	£212,865
(ii) the acquisition of a further 46 sites for schools in respect of which plans will be prepared during the current year in order that construction may proceed next year without delay. The cost of these 46 sites is estimated at	13,750
(iii) the construction of 12 open-air class rooms, at a cost of	5,160
Total cost	£231,775

3. The amount which has been provided in the approved estimates for the current year is £120,000 so that if the Programme is to be carried out in full, a supplementary provision of £111,775 will be required. The whole of this amount will be recoverable from the grant under Colonial Development and Welfare Scheme D 364.

4. A resolution will be moved in the House seeking your approval of the supplementary provision.

J. HUGGINS,
Governor.

King's House, Jamaica,
11th September, 1948.

No. 53

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives.

I have the honour to inform you that the Caribbean Commission proposes to convene at Guadeloupe during December of this year a further session of the West Indian Conference, similar to those held at Barbados in 1944 and at St. Thomas in the American Virgin Islands in 1946. The Provisional Agenda is attached.

2. As on the previous occasions, each territory or group of territories will be represented at the Conference by not more than two delegates, and it is proposed that, as in 1946, one of the delegates representing Jamaica shall be an official delegate nominated by the Executive Council and the other shall be an unofficial selected by the House of Representatives. I accordingly invite the House to select the unofficial delegate. The official delegate who has been nominated by the Executive Council is Mr. D. C. Ferguson, Commissioner of Commerce and Industries. Mr. S. B. Chambers, Island Statistician, and Mr. G. H. Scott, Labour Adviser, have been appointed as advisers to Jamaica's delegates at the Conference.

3. In the course of the Conference the unofficial delegates from each of the participating British Colonies in the Caribbean area will be invited to elect two unofficial members to the British section of the Caribbean Commission. In a despatch No. 324 of the 17th of December, 1947, the terms of which were published in Jamaica in April, 1948, the Secretary of State for the Colonies proposed that the candidates for election should be nominated by the Legislatures of the British Colonies concerned before each session of the Conference, and that from the panel of candidates so formed the two unofficial members of the British section of the Commission should be selected by a majority vote of the unofficial British delegates to the Conference at a special meeting convened for this purpose. A copy of the Secretary of State's despatch is attached to this Message. I hope the House will see fit to nominate a candidate

in accordance with the Secretary of State's proposal. It will be noted from the fourth paragraph of the despatch that the Secretary of State was of opinion that the body nominating the candidate of any Colony should be free, should it so wish, to nominate a person other than a member of that body.

4. It is not at present possible to provide an accurate estimate of the cost of the Colony's participation in the Third Session of the West Indian Conference, but, in order that the necessary arrangements may be made in good time, I shall be glad if the House will approve, in principle, of such participation and of the expenditure required in connection therewith. The expenditure incurred at the First Session in 1944 was £643, and that at the Second Session in 1946 was £204.

5. A Resolution to give effect to these recommendations will be moved in due course by the Minister for Finance and General Purposes.

J. HUGGINS,
Governor.

King's House, Jamaica,
20th September, 1948.

No. 54

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to the assistance which the Government has given to Irish Potato growers in recent years by purchasing seed potatoes overseas and distributing them at subsidised prices.

In order to meet local requirements in 1947, 12,000 barrels of seed potatoes were purchased at a cost of 40s. 10d. per barrel and made available to growers at 29s. 6d. per barrel in Kingston and at certain Railway stations, and at 30s. 6d. per barrel at other points; the loss involved being met by a Government subsidy.

2. In view of the need to encourage local food production it is proposed that this year Government should continue to subsidize the Irish Potato industry so that seed may be made available to growers at the same prices as in 1947. On the proposed importation of 12,000 barrels it is estimated that a subsidy of £6,000 will be required. Present indications are that the price of seed is likely to be slightly lower this year than in 1947, and in this event the amount of subsidy will be less.

3. I therefore, recommend that the House of Representatives should approve supplementary expenditure of £6,000 to provide the subsidy required in connection with the importation and sale by the Department of Commerce and Industries of 12,000 barrels of seed potatoes.

4. The Minister for Agriculture, Lands and Commerce will, in due course, move a Resolution to this effect.

J. HUGGINS,
Governor.

King's House, Jamaica,
21st September, 1948.

No. 58

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR
TO
THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you further on the subject of domestic water supplies, and the provision made therefor in the Ten Year Plan of Development. Members will recollect that in my Message No. 43 of the 6th of October, 1947, I intimated that a tentative priority programme for major schemes had been drawn up and was under review, and an undertaking was given that a full priority programme would be submitted to the House as soon as possible.

2. The programme of which I made mention in that Message had been prepared during war time and so gave precedence to those schemes which could be carried out with the smallest quantities of imported materials, and the intention was that with the conclusion of the war this programme should be reviewed with a view to giving priority on the basis of the urgency of the need for a new water supply, having regard to such circumstances as the total absence of a piped supply, the purity of the water sources in use and the needs of special areas such as the districts of potential tourist development. An effort was made to secure the advice of the Hydraulic and Electrical Engineer attached to the Colonial Development and Welfare Organisation and that officer paid a visit to Jamaica for this and other purposes. Unfortunately it proved impossible to secure his advice on a final priority programme as he severed his connections with the Organisation very shortly after his visit to Jamaica.

3. A new priority programme has therefore been drawn up locally and is now presented, for the consideration of the House, in the attached statement with its accompanying explanatory notes. Members will observe that the programme involves 45 schemes or parts of a scheme and proposes that construction work should start on all 45 within the four-year period which began on 1st April, 1948. The inclusion of a scheme in any one year must be understood to mean that active construction work on this scheme will begin in that year; it does not necessarily mean that the scheme will be completed in that year, for the period of installation in the case of all but the smallest schemes will extend over more than one year, sometimes up to three years. The whole programme will therefore extend over a period of seven years and should be completed by March, 1955.

4. The programme relates exclusively to major water supplies, each of which can be made the subject of a separate application for Colonial Development and Welfare assistance. Proposals have already been put before the House for initiating a construction programme of minor water supplies, involving comparatively simple construction works and no machinery which would require continual maintenance.

It was found, however, in preparing the priority programme now presented, that a number of water supplies came up for consideration which could be fitted neither into the minor nor the major programme and could

more appropriately be classified as "intermediate" schemes. An "intermediate" scheme would embrace a small water works, normally costing less than £5,000, which could usually be installed by the Parochial Superintendent, or a minor improvement or extension to an existing supply, *e.g.*, purification works, and additional storage reservoir, or a few thousand feet of pipe line to reach an adjoining district. A number of such schemes, *e.g.*, Cambridge, Lucea, Bickersteth, Chapelton, Amity Hall, have already been submitted by the Parochial Boards and fully investigated and approved by the Public Works Department, and it has been decided in Executive Council that a short list of such intermediate schemes should immediately be drawn up in consultation with the Boards and consideration given to the means by which they should be financed. Proposals regarding such a programme of intermediate schemes will therefore shortly be placed before the House.

The three programmes of major, intermediate and minor schemes, together with the energetic prosecution of the parallel tank programmes to serve those parts of the Island in which the rain water tank is the only suitable means of providing a supply, should go far towards satisfying the Island's most urgent needs in the way of pure water for domestic purposes.

5. The capital cost of the 45 schemes included in the priority programme of major schemes is £1,287,600. Since the total provision in the Ten Year Plan for new domestic water supplies is £894,300, out of which £100,000 is intended for minor supplies, leaving only £794,300 for major schemes, I recommend that, in accepting the programme proposed, the House should approve, in principle, of a revision of the allocation in the Ten-Year Plan for water supplies, and the consequent variation in the Plan itself.

6. The time schedule for the execution of the schemes has been prepared and accepted by the Executive Council as a practicable one. It is, however, an ambitious schedule and, to maintain it, it will be necessary during 1949-50, for example, for eight schemes to be simultaneously in execution in the eastern division while the designing of four other schemes for that division must be undertaken at the same time. The programme will call for a major effort on the part of the hydraulics staff of the Public Works Department, and in addition to the new posts for which the House has recently given approval, the House will in due course be requested to approve certain minor additions to that staff, mainly in the subordinate draughtsmen and clerical grades, and to provide accommodation for the extra staff at the Head Office of the Department.

7. In regard to the order of priority in which the schemes have been placed it should first be explained that the first ten schemes, the construction of which it is proposed should begin this financial year, are schemes each of which involves a grant from Colonial Development and Welfare funds not in excess of £15,000 and in respect of which, in accordance with the proposal made in the seventh paragraph of my Message No. 43 of 6th October, 1947, and approved by the House, individual application for financial assistance have been submitted to the Secretary of State without prior reference to the House. The Secretary of State has already signified his approval of grants in respect of eight of these ten schemes, orders for the necessary materials and equipment have been placed and it should be possible very shortly to start construction work on the majority of them.

As regards the basis on which priority has been given to the schemes set down for the second year, I would explain that priority has been accorded to the areas in which a supply is totally lacking; Bull Savannah, Pedro Plains and Hart Hill are examples. In other cases *e.g.*, Wakefield-Deeside and Trinity Ville-Somerset, the existing source of domestic water is actually a threat to health. Montego Bay presents a special problem because of the tourist trade, the present *per capita* supply being insufficient for hotels catering for tourists; interim measures have been introduced, on Mr. Roddam's advice, and should tide the town over the next two seasons, but it is essential that extension to the system and the augmentation of the supply should be completed before the beginning of the 1950-51 tourist season. In the case of Spanish Town, it has been recognised for years that conditions at the reservoir demand early improvement; extensive suburban development is being delayed through lack of water, and unless improvements are put in hand at an early date the new hospital is likely to be completed and yet not be ready for occupation because a sufficient supply of water cannot be provided for it. In the case of White River and Ewarton-Linstead most of the districts to be served are entirely without a supply and the Parochial Boards have for many years been pressing for implementation of these schemes. In the White River area it will be impossible to avoid carrying out improvements to the Oracabessa system if the larger scheme for the whole area is any longer delayed.

8. I wish especially to invite the attention of the House to the problem of securing materials and equipment for these schemes. The latest enquiries disclose that pumps and motors will take some 18 months, after the order is placed, to come from the United Kingdom; special steel piping of the kind required for the Dornock Scheme is unlikely to be delivered in less than 24 months. For large filter plants the latest delivery period quoted is 21 months. Good engineering practice requires that the plans and specifications for schemes should be completed before orders for machinery and plant are placed. It is essential also to have boreholes drilled and tested before the pumps required to operate them are ordered; to import a special unit before the precise conditions under which it will operate are known, can only result in its working at reduced efficiency or at increased expense throughout the whole of its life. To avoid delay in the execution of the programme therefore, I recommend that authority be given for the placing of orders for equipment as soon as a scheme has been accepted by the Executive Council. I recommend further that authority be given to increase the recently approved revolving fund for general water supply materials and stores to which the Acting Governor's Message No. 34 of the 28th of June, 1948, referred, the Director of Public Works being authorised to maintain a revolving fund of £10,000, instead of £20,000.

9. In conclusion I wish to state that it might be necessary from time to time to make certain variation in priorities in the light of delivery dates for materials, or of other circumstances not at present foreseen. I commend the programme, however, for your general approval.

A Resolution will be moved in due course by the Minister for Finance and General Purposes seeking your approval of the proposals presented in this Message.

J. HUGGINS,
Governor.

King's House, Jamaica,
29th September, 1948.

No. 59

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to recommend for your approval a proposal that His Majesty's Government should be informed that Jamaica maybe included among the territories in respect of which His Majesty's Government in the United Kingdom has signed the Economic Co-operation Agreement between the Governments of the United Kingdom and the United States of America.

2. The Economic Co-operation Agreement between the Governments of the United Kingdom of Great Britain and Northern Ireland and the United States of America was approved by Parliament on the 6th of July, 1948. A copy of the Parliamentary White Paper containing the Agreement is attached.

3. Article XII of the Agreement gives a list of the Colonial territories which have already acceded to the Agreement and makes provision for the accession of other Colonial territories.

4. The salient features of the Agreement are set out below.

Article II is perhaps the most important article in that it lays down the obligations of the United Kingdom and other participating countries as regards the requirements of the United States Congress contained in section 115 (b) of the Economic Co-operation Act, which deals with provisions that are, where applicable, to be inserted in the Bilateral Agreements made with countries participating in the European Recovery Programme, popularly known as Marshall Aid. It sets out that the Government of the United Kingdom will use their best endeavours to adopt or maintain the measures necessary to ensure the use of all their resources in order to achieve the maximum recovery through the employment of assistance received from the Government of the United States of America; to promote industrial and agricultural production on a sound economic basis; to maintain a valid rate of exchange; to bring about a freer exchange of goods and to prevent restrictive practices which might interfere with European Recovery.

Article V is also important. It deals with materials originating in the United Kingdom (and in any territory to which the Agreement shall have been extended under the provisions of Article XII), which the Government of the United States of America desire to have for stock piling or other purposes as a result of deficiencies or potential deficiencies of its own resources. In view of the large amount of materials to be supplied by the United States of America, it is obviously desirable that the United Kingdom and other participating territories should help to make available to the United States of America commodities of which they are, or expect to be, short. Such commodities will be paid for by the United States of America in dollars, or their equivalent, except in so far as they can be bought with the 5% of the special sterling account which is dealt with under Article IV.

5. The effect of non-accession of important Colonies would very likely be a reduction in the amount of European Recovery Programme Aid to the United Kingdom. In this connection attention is invited to the last paragraph of the Note reproduced at page 6 of the White Paper. If European Recovery Programme Aid were reduced substantially, dollar expenditure of all units in the Sterling Area would have to be

still more drastically reduced than at present, and any such reduction in dollar expenditure would be felt particularly in the West Indian Colonies, which are more dependent than others on United States supplies. A general weakening of the United Kingdom economic position would, of course, re-act at once on the pace of Colonial Development.

6. The Secretary of State for the Colonies has intimated that it is not at present proposed to use European Recovery Programme Grant Aid for purchase of essential requirements from dollar sources of Colonies which accede to the Agreement. It will be more convenient from an administrative point of view to continue to meet such requirements from currently earned dollars in the area pool, demand on which will, of course, be considerably lessened by the use of European Recovery Programme Grant Aid in other directions.

7. In addition to Grant Aid, assistance under European Recovery Programme may be given in the form of loans, for which Colonies acceding to the Agreement would be eligible. But as the precise terms on which such loans will be granted are not yet known it is not possible to judge at present whether it would be desirable to utilise loan aid for Colonial capital requirements.

8. A Resolution seeking your approval to the proposal that the Secretary of State for the Colonies should be informed that this Government wishes the Agreement to be extended to Jamaica will be moved in due course.

J. HUGGINS,
Governor.

King's House, Jamaica,
29th September, 1948.

No. 66.

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to Mr. MacGillivray's Message No. 30 of the 22nd of June, 1948, on the subject of the proposal to erect a cement factory in Jamaica, and to the Resolution passed by the House on the 22nd of July, 1948, approving the proposals set out therein for the grant of the Cement (Caribbean Cement Company Limited) Licence, 1948.

2. Subsequently, the Caribbean Cement Company Limited put forward certain proposals for amendment of the terms of the Licence as approved by the House. These proposals have been the subject of negotiations with the Company and the Executive Council now recommends that the amendments detailed in the attached statement should be accepted by the House and that a Licence be granted to the Company as in the enclosed reprint which incorporates these amendments. The Company has signified its agreement to accept the offer of a Licence on the terms so amended.

3. A Resolution will be moved by the Minister for Finance and General Purposes.

J. HUGGINS,
Governor.

King's House, Jamaica,
9th October, 1948.

No. 70.

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to Resolutions 4, 5 and 9 of the Conference on the Closer Association of the British West Indian Colonies held at Montego Bay in September, 1947. These Resolutions, copies of which are attached for convenience of reference, deal respectively with the establishment of a Central body of primary producers representative of all British Caribbean Colonies (No. 4), the inauguration of a British Caribbean Trade Commissioner Service in the United Kingdom (No. 5) and the appointment of a Regional Economic Committee (No. 9).

It will be remembered that these Resolutions, together with the other Resolutions of the Montego Bay Conference, were endorsed by the House of Representatives, by motion passed on the 11th of March, 1948, and that at the same time the House approved "in principle, the expenditure of such funds as may be required to provide an appropriate contribution towards the expenses of the Committees contemplated by these Resolutions". These Resolutions along with others, were also endorsed by the Legislative Council of Jamaica on the 27th of February, 1948.

2. The Chairman of the Standing Closer Association Committee has now put forward the suggestion that, since Resolutions 4, 5 and 9 were all designed to serve the same objects, namely, the improvement of production and of the conditions of external trade for basic industries of the British Caribbean, it would be convenient and expeditious to consider together what action should now be taken to give effect to them. To this end he has suggested that a Conference should be called by himself, and that this Conference should be attended by representatives of the primary producing industries in each Colony and by officials nominated by the Government of each Colony. A copy of a circular despatch by the Chairman of the Standing Closer Association Committee setting out more fully his proposals in this matter is attached.

3. The Chairman of the Standing Closer Association Committee has been informed that his proposals for the convening of an exploratory Conference for the purpose of examining questions arising from Resolutions 4, 5 and 9 are accepted by this Government on the understanding that, in due course, the Legislature will be consulted before any final decisions are reached as to the attitude of this Government towards such recommendations as may be made by that Conference.

4. A copy of the enclosed despatch from the Chairman of the Standing Closer Association Committee has been sent to the Central Committee of Primary Producers and that body has been invited to nominate not more than two representatives of the primary producing industries to attend the Conference. Mr. D. C. Ferguson, Commissioner of Commerce and Industries, will attend the Conference as the official delegate of this Government.

J. HUGGINS,
Governor.

King's House, Jamaica,
17th October, 1948.

No. 73

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of a presentation from the people of this Colony to H.M.S. "JAMAICA".

2. As you will remember, on the 27th of March, 1946, the Finance Committee of the House agreed to approve a contribution from Government funds of up to £500 towards the cost of a suitable presentation to this vessel, provided that not less than that amount was collected by subscriptions from the public. An appeal for public subscriptions has realised £537 15s. 0d. and, on the recommendation of a Committee under the Chairmanship of the Honourable Sir Noel Livingston and of which the Reverend S. A. Black, M.H.R., was a member, it is proposed that the presentation should consist of the following articles the estimated cost of which is shown beside each:—

1. A Challenge Shield, 24" x 17 $\frac{3}{4}$ ", to be made of mahogany and engraved with a suitable inscription	£64 15 0
2. Three Silver Regulation Bugles engraved with the arms of Jamaica	147 0 0
3. Four heavy Silver Salvers engraved with the arms of Jamaica and a suitable inscription	198 13 0
4. A Sterling Silver Centre-piece engraved with a suitable inscription	84 0 0
5. Four cigarette boxes suitably engraved	88 12 0
6. Two cigar boxes made from Jamaican mahogany and suitably engraved	60 0 0
7. Two framed pictures of Jamaican scenery	30 0 0
8. Six framed old prints of Jamaican scenery	50 0 0
9. One gramophone	140 0 0
10. A carved Battle Scroll or Coat of Arms of Jamaica	50 0 0
	<hr/>
	£913 0 0

3. It may be expected that the costs of freight, insurance and contingencies will require another £125 and the House is invited formally to approve provision of £500 to enable the articles enumerated to be purchased and arrangements for their presentation to proceed. A Resolution seeking your approval accordingly will be moved in due course.

J. HUGGINS,
Governor.

King's House, Jamaica,
31st January, 1948.

No. 76.

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of the general financial position of the Colony. In view of the comparative failure of the first two instalments of the Development Loan and the probable large deficit for the current financial year, I consider that the Members of the House should be aware of the general position.

2. On the 1st April, 1947, the accumulated surplus stood at £1,623,990. The final surplus for 1947-48 is now expected to be £715,748 instead of £285,748 as shown in the 1948-49 Budget; this improvement is accounted for by increased revenue from Import Duties. Income Tax, Excess Profits Tax (£230,000) and Savings in Departmental Expenditure estimated at £200,000. The accumulated surplus on the 1st April, 1948, is, therefore, expected to be £2,339,738.

3. For the current financial year a deficit of £281,475 was budgeted for after allowing for a decrease in Import Duties, due to the restriction of dollar imports, from £3,800,000 realised in 1947-48 to £3,250,000. The indications are that a deficit of at least £1,200,000 may be expected.

4. There is good reason to feel that the Revenue Estimates will be realised. There has, however, been large additional expenditure for which provision was not made. The chief items are:—

- | | |
|--|----------|
| (a) the additional and extended War Bonus
(Message No. 31 dated 22nd June, 1948)
approved by the House on the 24th June,
1948 | £300,000 |
| (b) the refund of duty on oils, copra, tallow
and fats (Message No. 69 dated 13th October,
1948) approved by the House on 20th
October, 1948; | 285,000 |
| (c) flood damage repairs (Public Works Department
and Parochial Boards) due to heavy
rains in June and September; | 260,000 |
| (d) further probable supplementary expenditure
to 31st March, 1949 | 100,000 |

Other supplementary expenditure already approved by the House will probably be covered by savings on departmental expenditure.

5. The expenditure on the additional and extended War Bonus referred to at (a) was sanctioned when the higher surplus for 1947-48 became known and before the need for the expenditure referred to at (b) and (c) had become apparent.

6. It is therefore, estimated that the surplus balance at 1st April, 1949, will be in the region of £1,139,000 instead of £1,628,263 as reflected in the printed Estimates of the Colony.

7. The two instalments of the First Development Loan raised only £936,370. That sum has been allocated for purposes set out in the Schedule to the Loan Law. It, however, left the following authorised advances uncovered:—

Kingston and Saint. Andrew Corporation—for works of improvement in the Corporate Area ..	£474,677
Land Settlement	120,000
Housing	70,000

In addition to the authorised advances totalling £664,677 proposals will shortly be submitted to the House for the provision of approximately £200,000 to meet the development costs of properties recently acquired for land settlement.

This amount of £864,677 must be met from the surplus balance estimated above at approximately £1,139,000. If advances in the sum of £400,000 which is the estimated value of the Colony's unallocated stores are taken into account the surplus balance will be completely committed.

8. Investigations are being pursued as to ways and means of raising further loan funds to retire the advances mentioned in paragraph 7 and to finance the several development works contemplated.

J. HUGGINS,
Governor.

King's House, Jamaica,
9th November, 1948.

No. 78.

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

In my Message No. 76, of the 9th of November, 1948, I have drawn your attention to the very serious position of the Colony's finances. In that Message I have stated that it is anticipated that this year's deficit will be not less than £1,200,000, with the result that, unless additional revenue is raised in the meantime, the accumulated surplus balance which has been built up in recent years will be reduced to approximately £1,139,000 at the end of March, 1949. I have also indicated in paragraph 7 of that Message the extent to which this anticipated surplus balance of £1,139,000 is at present committed. Obviously it is necessary to take steps to remedy this state of affairs, and the immediate step necessary is action to reduce this year's deficit.

2. The Executive Council, acting under section 7 of Law 73 of 1941 and section 6 of Law 34 of 1939, has therefore decided to impose the following additional taxation, with immediate effect:—

- (a) An increase in the excise duty on rum from 20/- per proof gallon to 23/4d. This will put up the price of a "tot" of white rum from 4d. to 4½d., and in a year should yield about £100,000.

- (b) An increase in the excise duty on cigarettes from 2/9d. per 100 cigarettes to 4/5. This will put up the price of cigarettes by 2d. per packet of 10, and in a year should yield about £300,000. Roughly corresponding increases will be made in the excise duty on cigars sold locally and in the customs duty on imported cigarettes and pipe tobacco.
- (c) An increase in the excise duty on beer from 1/4½d. per gallon to 3/4½d; this will raise the price of a bottle of Red Stripe by 2d. An increase is made also in the customs duty on imported beer from 4/10½d. per gallon to 6/- preferential tariff, and from 6/6d. per gallon to 8/- general tariff. These increases are expected to yield about £80,000 per annum.
- (d) An increase in the customs duty on imported spirits by 18/- per liquid gallon. This will put up the retail price of whisky, gin and brandy by 3/- per bottle and should yield about £14,000 per annum.

3. For the remainder of this year these additional taxes should yield about £188,000.

4. The appropriate resolutions will be moved by the Minister for Finance.

J. HUGGINS,
Governor

King's House, Jamaica,
10th November, 1948.

No. 82.

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to submit for the approval of the House a proposal to raise a loan of £50,000 from the Bank of Nova Scotia, Kingston, to be re-loaned to the Water Commission for the purpose of providing a water supply for the University College of the West Indies and the area in the neighbourhood of the University.

2. The Water Commission have stated that the existing pumping plant at Hope is incapable of meeting the University's ultimate expected requirements of 450,000 gallons a day and that the existing pump-house cannot be economically extended. In order to meet the University's needs it will, therefore, be necessary to install new plant and the Water Commission are of opinion that, in doing so, provision should be made at the same time for the future requirements of areas adjacent to the University College site which are likely to be developed early once the University College has been established. The Commission have accordingly prepared a scheme, tentatively estimated to cost

£41,500, which involves the installation of plant capable of delivering 1,000,000 gallons a day. The following are the details of the tentative estimate prepared by the Commission:—

(a) Construct new pump house at Hope	£3,000
(b) Purchase and install two 30 H.P. electrically driven centrifugal pumps	2,500
(c) Power line extension and wiring for above	500
(d) Suction piping and connection to existing filtered water well	500
(e) Lay 9" diameter rising main to service reservoir	3,500
(f) Construct 750,000 gallon covered reinforced concrete service reservoir	23,000
(g) Lay 9" supply main to University boundary	5,000
(h) Connections to existing Papine tank and Papine supply	500
(i) Dismantling existing system	1,000
(j) Miscellaneous and unforeseen expenditure	2,000
Total	£41,500

3. It is not suggested that the University should be required to contribute towards the capital cost of the scheme proposed by the Water Commission, but the University would be entirely responsible for the cost of distribution of the supply within the University site and of the construction of an emergency storage tank to serve the College, and particularly the University College Teaching Hospital, in the event of service interruptions in the Commissions supply.

4. The Executive Council has examined the proposal and recommends that it should be carried out by means of a loan of £50,000 to be raised from the Bank of Nova Scotia for re-loan by Government to the Water Commission. The conditions of the loan, which are acceptable to the Bank and to the Water Commission, and are now recommended for approval of the House, are as follows:—

- (a) Amounts requisitioned by the Water Commission to a total limit of £50,000 to be obtainable from the Bank on demand by the Financial Secretary and Treasurer.
- (b) Interest at the rate of $3\frac{1}{2}\%$ per annum to be payable quarterly on the actual amount taken up.
- (c) The loan to have a currency of fifteen years, repayment to be made in equal annual instalments, the first instalment to be paid one year from the date of the first advance under the credit.
- (d) Repayment in full to the Bank may be effected at any time at the Government's option, together with interest outstanding to the date prior to such repayment.

5. I should be glad to receive the approval of the House to the above proposals. A Resolution will be moved by the Minister for Finance.

J. HUGGINS,
Governor.

King's House, Jamaica,
15th November, 1948.

No. 88.

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of Resolution 10 of the Conference on the Closer Association of the British West Indian Colonies held in Montego Bay in September, 1947.

Under the terms of this Resolution, the Conference endorsed the undermentioned recommendations of the report of the Fiscal Sub-Committee of the Conference on the subject of the establishment of a uniform currency throughout the British Caribbean territories:—

Recommendation 18: That the Conference should declare itself in favour of the early establishment of a uniform currency throughout the British Caribbean territories:—

Recommendation 19: That the Conference should endorse the recommendations of the report of the Currency Conference held in Barbados in May, 1946, suitably amended to permit the participation of Jamaica and British Honduras by increasing the number of Currency Commissioners and to provide for modification of the proportions in which the constituent territories should share in the surplus income or assets or meet deficiencies arising from the operations of the Currency Board.

Recommendation 20: That the Government of Jamaica should be invited to reconsider the position it adopted in relation to the Barbados Currency Conference in the light of the Sub-Committee's proposals, especially in recommendation 24 below.

Recommendation 21: That a Joint Currency Board should be established which should have the sole right of currency issued and redemption in the British Caribbean territories.

Recommendation 22: That even if at this stage local difficulties prevent the immediate employment of the uniform currency in Jamaica nevertheless the currency of this Government should be placed under the control of the Joint Currency Board.

Recommendation 23: It would be desirable to establish the position of the Joint Currency Board even if this involves separate note issues in the cases of Jamaica and British Honduras.

Recommendation 24: That as a first step towards informing public opinion of the advantages of a joint currency it would be desirable in the case of the special note issued in Jamaica to print on the same note values in terms of sterling and in terms of dollars; (i.e., £1—\$4.80), and similarly the general note issue based on the dollar as the unit of account might also record the equivalent sterling value.

2. The following is a brief account of the previous attitude of this Government to currency reform:—

(i) On the 24th of August, 1944, a Committee, which had been appointed to consider West Indian currency arrangements, reported against any change. (A copy of the report is attached). In paragraph

8 of its report, however, the Committee remarked that, if at some future time there was a federation of the West Indian Colonies the matter of a West Indian currency might have to be looked at in a different light. The report was considered by the Governor in Privy Council and it was decided that no change should be made in the existing system so far as Jamaica was concerned. On the 9th of December, 1944, a despatch was sent to the Secretary of State conveying this decision.

(ii) In May, 1946, a conference was held in Barbados to consider the question of currency control in the Eastern group of Colonies and Jamaica was invited to send an observer. This invitation was declined in view of the policy previously adopted by the Government of Jamaica in the matter.

(iii) The following are, in summary form, the main recommendations of the Conference held in Barbados in 1946:

Recommendation 1: Unification of currency control in the Eastern group (Barbados, British Guiana, Leeward Islands, Trinidad, Windward Islands) should be taken without delay;

Recommendations 2 and 3: A Board of Commissioners of Currency for the Eastern Group should be established with headquarters in Trinidad;

Recommendation 4: Five Territorial Commissioners should be appointed by the Secretary of State on the nomination of the Governors of each of the five constituent Colonies;

Recommendation 8: For a period of two years from the inception of a unified currency note system, the five constituent territories should share in the surplus income or assets, or meet deficiencies, arising from the operations of the Board in accordance with a scale which was apportioned according to the relative value of note circulation within individual territories;

Recommendation 10: That the unit of currency should be the British West Indian dollar of a value equivalent to four shillings and twopence sterling in London;

Recommendation 13: The Board should begin its operations on 1st January, 1948;

Recommendation 14: That a committee be set up without delay consisting of an Executive Commissioner and five other members to be appointed in the same manner as in Recommendation 4.

(iv) Resolution 10 of the Montego Bay Conference, together with the other Resolutions of the Conference were endorsed by the House of Representatives and by the Legislative Council on the 11th of March, 1948 and the 27th of February, 1948, respectively.

3. In accordance with a decision of the Executive Council the local committee which made a report to Government in August, 1944 as to West Indian currency arrangements was re-appointed and requested to reconsider the question in the light of the advance made towards federation in the British West Indies with particular reference to the recommendations of the Fiscal Sub-Committee of the Montego Bay Conference. This Committee was also invited to nominate one of its members to attend the forthcoming meeting at Barbados of the Preparatory Currency Committee as an observer on behalf of this Government. A copy of the report of this re-appointed Committee is also attached.

It will be observed that the Committee considers that, until political Federation becomes an accomplished fact, when the question will then have to be reconsidered, Jamaica should not join in the proposed

currency arrangement with the Eastern Caribbean Group, and that no useful purpose will be served by sending an observer of this Government to the second meeting of the Preparatory Currency Committee.

4. Before deciding what action to take in the matter, the Executive Council has decided that opportunity should be given to the House of Representatives and to the Legislative Council to consider the matter and to express their opinion thereon, and also that opportunity should be given for further public comment.

In order to make debate possible a Resolution will be moved to the effect that the recommendations of the Committee should be accepted, but such resolution should not be taken as a definite recommendation to that effect by the Executive Council.

J. HUGGINS,
Governor.

King's House, Jamaica,
12th January, 1949.

No. 91

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to paragraph 9 of Mr. MacGillivray's Message No. 31 of the 22nd of June, 1948, and to address you on the subject of the report of the Commission appointed to examine the question of the salary scales and other personal emoluments attached to technical and professional posts in the Civil Service. A copy of the report of the Commission is attached.

2. Members of the House will remember that, pending the receipt of the report of the Commission, the House, by Resolution on the 24th of June, 1948, approved the payment of a special temporary non-pensionable carrying-on allowance to doctors and dentists in the Medical Service for a period of three months in the first instance, from the 1st June, 1948, on the basis set out in Mr. MacGillivray's Message under reference. This allowance has subsequently been extended by further Resolutions of the House, to the 31st of January, 1949.

3. The report of the Commission has now been considered by the Executive Council which has reached the following conclusions in regard to the recommendations made in paragraph 12 thereof:—

- (i) The appointment of a Commission of Enquiry and Regrading for the entire Civil Service as soon as this is considered practicable.

It is proposed that there shall be undertaken a full investigation into the conditions of service, the organisation and personnel of the Government Service in all Departments and grades.

- (ii) The permanency of the Cost of Living Allowance pending a regrading.

It is proposed that no decision should be taken in regard to the proposal that the present war bonus should be made permanent until the Estimates for 1949-50 are submitted for consideration.

- (iii) That appointees to purely professional and technical posts should be regraded for salary purposes, as forming distinct cadres *vis-a-vis* the purely clerical and administrative appointees.

It is proposed that the recommendation that appointees to purely technical and professional posts should be regraded for salary purposes as distinct classes *vis-a-vis* purely clerical and administrative appointees, should be left for consideration by the further Commission to which reference is made in (i) above. It will be observed that the Campbell-MacPhail Commission has itself suggested in paragraph 4 of the report, that this is a matter which should be dealt with by this further Commission.

- (iv) That consideration should be given to providing Assisted Passages for senior officers going on leave.

It is proposed that assisted passages to senior officers going on leave should be provided on the following basis:—

- (1) *Expatriate Officers.*

Free first-class return passages by the cheapest available route to the United Kingdom once in every three years for the officer but not for his wife or children.

- (2) *Local Officers.*

Free first-class return passages by the cheapest available route to the United Kingdom once in every six years to each officer in receipt of salary of £600 per annum and over, but not for his wife or children. To qualify for a free passage an officer will be required to have completed six years' service in the first instance.

The estimated cost of providing this concession in respect of expatriate officers is £1,500 a year, and in respect of local officers £2,700 a year.

- (v) That wherever houses are provided for officers, the policy laid down as a result of the report of the Commission on Rates of Rental for Government-owned quarters should be strictly followed.

The recommendation in regard to the payment of rentals by Government officers in Government-owned or Government rented houses is in accord with the accepted policy of Government.

- (vi) That all travelling officers should be paid Subsistence Allowance at the existing daily rate according to grade, plus 20%, until a proper revision is possible.

It is proposed that the recommendation in regard to the increasing of subsistence allowance to travelling officers by 20%, pending a revision, should not be accepted, since the existing rates of subsistence allowance are considered to be adequate.

- (vii) That the rates for Travelling Allowance be revised in accordance with the recent recommendations of the Travelling Allowances Committee.

A Committee has been appointed to examine the whole basis of payment of travelling allowance and it is not proposed to take any action in regard to this recommendation until that Committee has reported.

- (viii) That the position in regard to benefits to the Widows and Orphans of Civil Servants be explored with a view either to
 (a) increasing such benefits or (b) reducing the rate of contribution.

It is proposed that the recommendation that the position in regard to benefits to widows and orphans of Civil Servants should be explored should be accepted and that, as a first step, the Crown Agents for the Colonies should be asked to give an estimate of the cost of an actuarial reappraisal of the rates.

- (ix) That temporary subventions by way of non-pensionable allowances as per Appendix to this report, be immediately paid to the officers indicated with effect as from the 1st of June, 1948.

The grant of special allowances of this nature is an expediency which would not be adopted unless very special circumstances warranted it. Clearly, it is desirable that any such allowances should be related to a general adjustment of conditions throughout the Service and, since it is now proposed that an enquiry should be undertaken with a view to such adjustment as may be found necessary, Executive Council has thought it desirable to limit this temporary measure to those Departments where it has been found most difficult to secure and retain the services of suitably qualified officers. It is accordingly proposed that officers in the Agricultural Department, the Medical Department, the Survey Department, the Public Works Department and the Government Chemist's Department only, as set out in the Appendix to the Report, should be paid, with effect from 1st June, 1948, the temporary non-pensionable allowances recommended by the Commission, pending a regrading of the Civil Service, subject to the following alterations:—

- (i) the Heads of Departments in the Agricultural Department, the Medical Department, the Survey Department, the Public Works Department and the Government Chemist's Department should not be paid any allowance;
- (ii) the twelve Assistant Medical Officers in the Medical Department should be paid allowances of £150 a year each instead of £250 a year as recommended in the Report;
- (iii) the Medical Officers in the Medical Department and the Medical Officers at the Mental Hospital who are in receipt of a personal non-pensionable allowance of £300 a year each in lieu of private practice should be paid allowances of £150 a year each instead of £200 a year, as recommended in the Report;
- (iv) the 22 Matrons in the country hospitals should be paid a temporary non-pensionable allowance of £25 a year as from the 1st of June, 1948, pending a regrading of the Civil Service; and
- (v) the Chief Engineer (Hydraulics) in the Public Works Department should be paid an allowance of £100 a year instead of £150 a year as recommended in the report. (The post has been regraded from £900 to £1,000 a year since the Commission reported).

In addition to the alterations referred to above, certain anomalies have come to light which it is proposed to refer back to the Commission for their comments after receipt of which it may be necessary to make recommendations to the House for further adjustments.

4. The additional cost of giving effect to the proposals in paragraph 3 (ix) above for the period 1st June, 1948, to 31st March, 1949, (after taking into account the amounts already approved by the House in respect of doctors and dentists for the period 1st June, 1948 to 31st January, 1949), is £13,900 and for the financial year 1949-50 is £31,500.

5. It is also recommended that temporary carrying-on allowances should be paid to part-time doctors and dentists employed by Government, with effect from the 1st of June, 1948, on the following basis:—

- (a) to those who work 24 hours a week, an allowance at the rate of £75 a year;
 - (b) to those who work 18 hours a week an allowance at the rate of £50 a year;
- (being one-half and one-third, respectively, of the allowances payable to whole-time officers).

It is estimated that this arrangement would cost £1,014 up to the 31st of March, 1949.

6. The authority of the House is sought for provision as follows:—

- (a) the expenditure of such sums as may be required to carry out the investigation into the conditions of service, the organisation and personnel of all Departments and grades of the Government Service, to which reference is made in paragraph 3 (i) of this Message;
- (b) the sum of £13,900 to enable the payment this financial year of a special temporary non-pensionable carrying-on allowance to the officers of the Agricultural Department, the Medical Department, the Survey Department, the Public Works Department and the Government Chemist Department on the basis set out in paragraph 3 (ix) of this Message;
- (c) the sum of £500 to provide for the payment of leave passages this financial year to senior public officers on the basis set out in paragraph 3 (iv) of this Message;
- (d) the sum of £1,014 to enable the payment of a special temporary non-pensionable carrying-on allowance to part-time doctors and dentists employed by Central Government on the basis set out in the fifth paragraph of this Message.

7. A Resolution to give effect to these proposals will be moved by the Minister for Finance.

J. HUGGINS,
Governor.

King's House, Jamaica,
18th January, 1949.

No. 93.

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to place before you for approval the first part of a programme for the rehabilitation of the cocoa industry in Jamaica. These proposals which have been prepared by the Acting Director of Agriculture, are outlined in the memorandum attached thereto.

2. The Island's cocoa industry was in the past a thriving one but, in the days of high prices for bananas, the cocoa tree gave way to the

banana in many parts of the Island, some growers actually uprooting trees in order to re-plant with the more lucrative and easily cultivated crop. The result has been that in recent years, in spite of the comparatively high prices obtainable for cocoa exported from Jamaica, the Island's production has been small and the average quality of the product low. Existing trees, in general are not maintained under the conditions demanded by cocoa trees. The varieties are very mixed and the yields vary within wide limits. Inadequate attention is paid to proper reaping and the preparation of the beans for marketing.

3. At the moment the situation within the Island and market prospects abroad both favour the revival of the cocoa industry. With the decline in banana growing, and even after taking account of the anticipated revival following the acceptance by the Ministry of Food of the Lacatan variety, areas of land which are suitable for cocoa are once more available for the cultivation of that crop. In the main cocoa-producing countries of the world production has fallen considerably because of diseases and the ravages of insect pests, and world demand for cocoa now far exceeds the supply. There is little hope of meeting this demand in full in the existing producing countries, and in the Caribbean area British Honduras and Jamaica appear to be the only countries able to satisfy the exacting conditions which cocoa cultivation requires.

4. A complete programme for the rehabilitation of the cocoa industry would include—

- (a) the selection of early maturing and high yielding cocoa plants, and their propagation and distribution to growers;
- (b) the financing of growers towards planting and maintenance of new cocoa cultivations;
- (c) the introduction of improved methods of curing and the instituting of proper standards for the grading of the cocoa beans for sale abroad.

Such a programme has been under consideration, but having regard to the shortage of good material or new plantings, it is agreed that for the next two years the efforts of the Department of Agriculture should be confined to the multiplication and distribution of this material. Valuable work has already been done in Trinidad in the selection of high yielding strains of cocoa plants, and importations to Jamaica from Trinidad of some of these strains have already been made by the Department of Agriculture. High yielding local selections have also been established. The initial portion of the programme therefore aims at propagating, from the best imported and local strains, and distributing to growers material sufficient to plant up to 300 acres of cocoa per annum by 1951-52. In the meantime, however, means of extending the scope of the rehabilitation programme are being further examined.

5. The scheme provides for the establishment of 16 propagating units in the next two years, the first unit to be set up at the Orange River Agricultural Station. It is estimated that the 16 propagators will provide 150,000 cuttings per annum which, if sold at 1/- each will yield revenue of £7,500.

A sum of £1,250 is required during the current financial year to meet the cost of the first unit, and the House is being requested in the normal way to approve of a supplementary provision of that amount under a new Sub-Head "Cocoa Expansion Scheme" of Head 5 (Part II) of the current year's estimates.

In the two subsequent years of the scheme the provision required to meet capital and recurrent expenditure will be £6,050 in 1949-50 and £18,450 in 1950-51; thereafter the recurrent provision will be approximately £8,000 per annum, the greater part of which will be offset by revenue from the sale of cuttings.

6. It is recommended that the scheme be approved on the basis that capital and recurrent expenditure be met from General Revenue and the income arising from the sale of plants credited to General Revenue. A Resolution will be moved accordingly by the Minister for Agriculture.

J. HUGGINS,
Governor.

King's House, Jamaica,
18th January, 1949.

No. 95.

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on three important points connected with land settlement policy.

Conditions of Payment for Land

2. The first is in regard to the period of recovery from the settler of the price of his holding. In a Message No. 50, of the 25th of December, 1945, from the Acting Governor it was proposed that the period of payment, which hitherto had been ten years, should be increased to 25 years; that instalments should be paid half-yearly instead of quarterly and that the first half-yearly instalment should be met from the Land Settlement Fund and not by the settler. It was stated in that message that these proposals, *inter alia*, would be "applicable to new settlers and, as far as is practicable, to those on existing Government land settlements". The House considered these proposals on the 20th and 21st of February, 1946, and passed a Resolution approving the amendment of the Land Settlement Rules so as to give effect to them. There was, however, some doubt subsequently as to which land settlements the new procedure should apply and, pending clarification of this point, the Land Settlement Rules have not yet been amended. In order that the position may now be made clear, I have to recommend that the extension of the period of payment from 10 to 25 years should apply to settlers on all existing and future land settlements. If the House should accept this proposal, the settler on existing land settlements who is under agreement to pay within 10 years and who has not yet paid off the purchase price in full would be given an extended period to pay the balance still due on his holding, which period would be the difference between 25 years and the period since the date of acceptance of the holding. The aggregate amount outstanding in the account of each settler, both in respect of instalments not yet due and in respect of arrears, would be divided by a figure corresponding to the number of half-years remaining in the period of 25 years from the date of acceptance of the holding and would be repayable in equal half-yearly instalments over this remaining period. Thus, on the date to which

effect is given to this revised basis of payment there would be no arrears outstanding in respect of any holding even should the settler have been in occupation for several years and have paid nothing. It is proposed that the effective date in the case of each settler should be the first date after the 1st of April, 1949, on which the next instalment falls due under the conditions of repayment provided for in existing agreements. Thus, for example, a settler who had entered upon his holding on the 1st of May, 1943, under the old terms of repayment (quarterly instalments over ten years) and whose next quarterly instalment after the 1st of April, 1949, was therefore due on the 1st of May, 1949, would be required to pay the balance outstanding on the 1st of May, 1949, including arrears, over a period of 19 years in 38 equal half-yearly instalments, the first instalment falling due on 1st of August, 1949, i.e., six months after the date on which the instalment immediately before that of the 1st of May, 1949, had been, or should have been, paid.

3. It will be appreciated that the effect of adoption of this proposal will be to retard very appreciably the pace at which the Land Settlement Fund will revolve and thus, if the rate at which new land is to be made available for settlement is not to be retarded *pari passu*, to increase largely the amounts which it will be necessary to raise in the future by loan for land settlements and consequently the loan interest charges to be borne from general revenues on account of land settlement.

4. If the House should approve of the proposals made in paragraph 2 above, it will be necessary to re-calculate instalments and adjust the accounts of some 16,000 settlers. This will necessitate the engagement, for a period of approximately 6 months, of nine temporary clerks at a total cost of £1,060, of which £350 would be required this financial year.

5. The conditions of payment for holdings which it is proposed should be applied to all new settlers are as follows:—

- (a) A deposit of 1/20th of the total payment for the holding should be made before signature of the Acceptance Certificate.
- (b) Payment of 49/50ths of the balance should be made in 49 equal half-yearly instalments.
- (c) The first instalment should be paid from the Land Settlement Fund and not by the settler, who will therefore pay his first half-yearly instalment 12 months after signing the Acceptance Certificate.

Forfeiture

6. The second question of land settlement policy to which it is desired to draw the attention of the House is in regard to forfeitures. It is essential, if the Land Settlement Fund is to operate successfully as a revolving fund, that prompt payment of instalments due should be insisted upon. Should the House accept the proposals made in regard to the extension of the period of repayment to 25 years, it should not be beyond the capacity of any settler promptly to meet his obligations, and it should be noted that, as from the date on which the revised procedure for payment of holdings has effect in each case, any existing forfeiture proceedings for non-payment of instalments would be automatically annulled and no new forfeiture proceedings for non-payment of instalments could be initiated until six months after the date upon which the next instalment, as re-calculated, should fall due. It is proposed, however, that, in view of the leniency of the revised conditions for payment and the necessity for insistence upon the recovery of

payments as soon as due so that the revolving nature of the Land Settlement Fund may be maintained, to instruct the Commissioner of Lands in future to institute forfeiture proceedings for non-payment as soon as any payment is more than six months in arrears.

7. As regards the disposal of forfeited holdings, it is proposed that the Commissioner of Lands should be required to offer these to suitable applicants who would be selected in the same manner as are selected settlers on new land settlements, the offer to be on the usual land settlement terms applicable in the case of new land settlements subject only to a revaluation of the holding and to a reduction in the period of repayment so as to coincide with the unexpired portion of the 25-year period calculated from the date upon which the holding was first allocated under land settlement.

8. As regards compensation to a settler whose holding has been forfeited for failure to comply with any of the terms of his agreement, it is proposed that this should be paid in respect only of permanent buildings situated upon the holding at the date of forfeiture, the value of which would be assessed by the Commissioner of Lands; and that the amount thus determined should be paid in cash by the new settler to whom the holding is allotted before he should take possession of it. Where such compensation is paid for permanent buildings, any amount outstanding in respect of a housing loan would be recovered as a first charge against the compensation awarded. However, it is proposed further that no claim for deterioration of the condition of a holding should be made against any settler whose holding is forfeited.

House Reserves

9. The third matter of policy relates to the manner of disposal of the Great Houses which are purchased along with properties for land settlement and of the land attached thereto as house reserves. These buildings, together with the land reserves attached to them, fall generally into two groups.

First, those which, by reason of their size and condition, are not best suited for the accommodation therein of officers of the Department of Land Settlement during the period of development of the property as a land settlement and which, if retained for this purpose, would require the expenditure thereon of considerable sums in maintenance if the market value of the buildings were not rapidly to depreciate. In such cases it is proposed that the buildings, together with a suitable surrounding area of land should be sold by public auction with a reserve price as soon as practicable after the property in question had been cut up for land settlement.

The second group of houses consists of those which are of a size and nature suitable for the occupation of officers of the Department of Land Settlement during the period of development of the property as a land settlement and thereafter as persons who might serve as permanent agents of the Commissioner of Lands on the property. It is suggested that when a house within this group is no longer required for land settlement staff during the period of development it should be leased, together with a suitable area of surrounding land, for a long term to select persons who, by reason of their experience or training, would be likely to adopt modern farming methods and serve as an example to be followed by the settlers on the property, such persons might be selected from overseers or settlement officers who were desirous of settling on their own farms, graduates of the Jamaica School of Agriculture, or ex-students of the Practical Training Centres. Such persons would, it is proposed, be required, as agents of the Commis-

sioner of Lands, to perform the functions which are normally undertaken by settlement officers during the later stages of the development of settlements and their appointment as such agents would enable the withdrawal from the settlement of the settlement officers at an earlier date than would otherwise be possible. Adoption of this procedure should effect a considerable saving in the administration of the settlements and at the same time contribute towards the establishment of a desirable type of yeoman farmer. The agency arrangement would be such that, if Government should desire to establish in the areas some service such as a plant nursery or livestock station, a portion of the reserve leased to the selected farmer would be made available for the purpose.

10. A Resolution adopting the proposals set out in the Message will be moved in due course by the Minister for Agriculture.

J. HUGGINS,
Governor.

King's House, Jamaica,
21st January, 1949.

V.Y.

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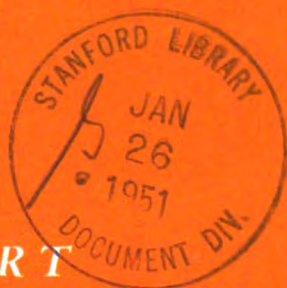
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REPORT ON JAMAICA

FOR THE YEAR

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ANNUAL REPORT ON JAMAICA

FOR THE YEAR 1949

PART I

GENERAL

Devaluation provided the most significant development of the year in Jamaica, as in the rest of the sterling area. While there was no undue alarm it was received with a good deal of shock and there was no failure to appreciate its inevitable effect on purchasing power. The cost of living, based on calculations applicable principally to the working classes, fell steadily, if slightly, between January and September, but rose during the final three months of the year to a figure only ten points below the level which it had reached at the end of 1948.

The extent of unemployment and under-employment continued to give cause for alarm. The fact is that the Colony, with a population estimated at just under 1,400,000, is faced with the problem of a labour market which is expanding at the rate of approximately 10,000 annually, and it is clear that normal development cannot provide employment on a scale commensurate with this increasing demand.

The volume of agricultural production and of exports has again increased. The output of the vital sugar industry rose to 237,744 tons, an increase of 45,000 tons, while that of bananas maintained the previous year's level of more than 6,000,000 stems and there was a further improvement in the volume of citrus. Expansion in the tomato industry has been such as to permit of the export, to the United Kingdom and Canada, of more than 8,000,000 lb., or twice the quantity exported in 1948.

The Colony's visible adverse balance of trade is being slowly reduced, but is still substantial. The total value of imports during 1949 was £19,225,539 and of exports £12,137,496. There has been steady reduction of purchases from dollar areas; the securing of approximately £2,000,000 worth of Japanese goods has helped materially to ease the supply situation. A significant feature of the trade position is its improvement in relation to Canada; on visible trade with the Dominion the Colony had a favourable balance of £659,000, due largely to sales of sugar, cocoa and tomatoes. The adverse balance with the United Kingdom amounted to £1,163,000, as opposed to a favourable balance of £4,109,000 two years previously, a reflection of the increase both in volume and costs of imports from that source.

The Agricultural Department made good progress with the establishment of agricultural stations, on which comprehensive programmes of experimental work were undertaken. Good work has been done in animal husbandry and there has been a heavy demand for the veterinary services which the Department provides. An important feature of the year's activities has been the research undertaken in several fields.

Largely as the result of co-operative marketing there was a marked growth in the number of milch cows and fowls on small settlements, with a corresponding increase in the volume of dairy and poultry products.

There has been further progress in industrialisation. The erection of a cement factory has now begun, while it is expected that towards the end of 1950 the textile mill will commence production of gray sheetings, denims and chambrays. The bauxite companies proceeded further with plans for development and it is anticipated that a large programme of work on the northern side of the island, including the provision of shipping facilities, will shortly be put in hand by Reynolds Metals, Ltd. The Citrus Growers Association is planning the construction of a canning plant, and agreement was reached with the Colonial Development Corporation for the establishment of a pre-cooling plant, which in the first instance will be used primarily for the cooling of citrus before shipment.

A large hotel on the north coast, Tower Isle, was opened during the year and has already attracted large numbers of visitors from the United States.

Political activity centred on the General Elections held in December, when the Jamaica Labour Party was returned with a reduced majority, winning 17 of the 32 seats; the People's National Party increased its representation to 13 seats and independent candidates won the remaining two.

During the year the House of Representatives made certain recommendations for Constitutional revision. It proposed an elected majority on the Executive Council and a curtailment of the period for which the Upper House may delay legislation, but asked that consideration of these proposals should be deferred until its successor, to be constituted after the General Elections, had expressed its wishes in the matter. At the request of the House the Constitution was amended in one minor respect, to remove the existing restrictions on the residential qualifications of candidates for election.

In December the United States Forces were withdrawn from the Areas leased to that Government for military purposes and the areas handed over to the Jamaican Government, subject to the United States' right of re-occupancy at any time. For the sum of \$400,000 the Jamaican Government purchased all the buildings and property remaining. Much of this property is of very considerable value, especially a large Power Plant, the cost of which was later reimbursed from E.C.A. funds on the condition that it would be used primarily to provide power for the mid-Clarendon Irrigation Scheme.

As the result of certain indications of malpractices in the administration of one Parochial Board it became necessary to appoint a Commission

to enquire into the conduct of the Board's affairs. The Commission held lengthy hearings and took a mass of evidence. As the result of its findings and recommendations the Board has been abolished for a period of two years and responsibility for the conduct of its affairs has been entrusted to a Commissioner.

Mr. E. E. Mills, C.B.E., was appointed as Commissioner to enquire into and make recommendations on the organisation and remuneration of the Public Service. His report was not ready for presentation by the end of the year.

The first students have been admitted to the Science faculty of the University College of the West Indies. The work of the College's Extra-Mural Department has met with good response. In the field of primary education the principal development worth recording is the growth of school canteens which provide mid-day meals. These are now to be found in more than 300 schools, or nearly half the total number, while in Kingston a central kitchen prepares lunches for several schools; the effect on the children's health and efficiency is obvious.

An Agreement between the Government and the Jamaica Broadcasting Company, Limited, was signed in November. It provided for the grant to the Company of exclusive Licences, effective from the 1st of May, 1950, to operate broadcasting and radio re-diffusion services in the Colony.

The death rate for the year was the lowest on record, the figure amounting to 12.19 as opposed to 13.25 in 1948; the infant mortality rate too has decreased to a level which compares favourably with that of other tropical countries. The new hospital at Annotto Bay was nearly completed and work began on that at Spanish Town. The first batch of doctors, numbering nine, who had been trained under the Colonial Development and Welfare Scheme of medical scholarships joined the Medical Service during the year.

In 1937 a non-profit making Company, Jamaica Welfare, Limited, was established, from funds obtained from the United Fruit Company and the Standard Fruit and Steamship Company, by means of a cess on their banana exports, to undertake social welfare work among the peasantry and poorer classes of the island. This source of funds came to an end when exports of bananas were suspended during the war and in 1943 the Company was re-organised and received a substantial grant under the Colonial Development and Welfare Act. In April, 1949, the Jamaica Social Welfare Commission was established by statute to replace Jamaica Welfare, Limited, and to carry on the latter's work with funds made available from the same source. During the year too the Sugar Industry Welfare Board was established. The Board derives its income from a cess of five shillings on each ton of sugar exported income which is to be spent wholly for the benefit of workers in the industry. Its first aim has been the improvement of medical facilities on sugar estates.

In November Lord Listowel, Minister of State for Colonial Affairs visited Jamaica in the course of his tour of the Caribbean prior to the Conference of West Indian Governors in Barbados, which Sir John Huggins attended.

PART II

CHAPTER 1—POPULATION

The last census of population in Jamaica was taken in 1943 when the population was found to be 1,237,063. At the end of 1949 the estimated population was 1,388,917. The increase during the year 1949 was 26,807 or 19.5 per 1,000. Over the period from 1944–1949 the average annual rate of increase was 18.8 per thousand.

Natural increase (*i.e.*, the excess of births over deaths) and increase by migration (*i.e.*, excess of recorded arrivals over recorded departures) have added to the population during the last three years as follows:—

		Natural Increase	Increase by migration	Total Increase
1947	..	24,497	1,840	26,337
1948 (revised)	..	23,844	2,135	25,979
1949 (provisional)	..	27,125	318	26,807

Births

The total number of births registered in 1949 was 43,875 or 31.93 per 1,000 of population. The proportion of illegitimate births was 69 per cent., which was slightly higher than in 1948, and in fact higher than any year since 1944.

		Birth rate per 1,000	Illegitimate births per 100 total births
1941–45 average	..	31.76	69.52
1946	..	30.76	67.71
1947	..	32.60	68.62
1948	..	30.92	68.09
1949 (provisional)	..	31.93	68.77

Deaths

The total number of deaths registered in 1949 was 16,750 of which 3,521 were infants under one year of age. The death rate was 12.19 per thousand of population and the infant mortality rate was 80.2 per 1,000 live births; both of these rates were the lowest ever recorded.

		Death rate per 1,000 population	Infant Mortality per 1,000 live births
1941–45 average	..	14.54	99.3
1946	..	13.30	89.5
1947	..	14.14	92.2
1948	..	13.25	86.7
1949 (provisional)	..	12.19	80.2

Comparative life tables prepared on the basis of deaths in 1945–47 show an average length of life of 51.25 years for males and 54.58 years for females—an increase of approximately 15 years over that in 1921.

MARRIAGES

The number of marriages registered in 1949 was 5,864 (provisional), as compared with 5,542 in 1948 and 6,021 in 1947.

CHAPTER 2—OCCUPATION, WAGES, LABOUR ORGANIZATION

OCCUPATION

In spite of new industries and building projects, the colony depends mainly on agriculture for employment of its labour force:

At the end of 1949 the estimated population was 1,382,000 of which the labour force was some 565,700 made up as follows:—

248,000 in agriculture
114,000 in service occupations i.e., as domestic, labourers, renovators, waiters, etc.
66,300 in manufacturing
43,100 in trade and commerce
38,300 in construction
12,800 in transportation and communication.

Unemployment and under-employment still remain a serious problem for industry although expanding, cannot absorb the Labour Force which increases by some 10,000 per annum.

The falling off of recruitment of farm labour for the United States of America and the closing down of the United States Base at Vernamfield coupled with the return of R.A.F. and Army personnel from abroad has further aggravated the unemployment problem.

Unemployment and Relief

During the year 1949-50, £145,500 was provided for rehabilitation works. In addition to this grants of £369,776 and £146,389 were made for special works to relieve unemployment in the Corporate Area and country parishes, respectively.

Rehabilitation of Ex-Servicemen

A special organisation was set up to rehabilitate Ex-Servicemen and 4,605 have been granted benefits as follows:—

Loan Benefit	..	..	1,645
Employment Benefit	..	..	1,284
Land Benefit	..	..	1,316
Education Benefit	..	..	332
Housing Benefit	..	..	28
			<hr/>
			4,605

During the past year the Re-Absorption Department was closed down and the duties have been apportioned between the Labour Department, the Lands Department and the Central Housing Authority. The Labour Department has since granted 45 loan and 227 employment Benefits.

During 1949 little or no change in wage rates were occasioned Agricultural rates, that is for sugar cane cutters and farm labourers registered no increase. Changes in industrial wage rates were influenced mainly by the Minimum Wage Law which was applied to two further industries, namely: Printing Trade and Biscuit manufacturing.

The highest rise in wages was shown in the Distributive trades which showed an average rise of eleven shillings and five pence (11/5d.) over all categories of workers. On the other hand, the greatest fall was in the Transportation service with an average of ten shillings and two

pence (10/2) drop over all categories of workers, caused by the change over of the Transportation system in the Corporate Area, when tram cars were taken off all routes, and a bus service was established instead. Government officers and employees continued to draw the extra allowance of 25% of the aggregate of the 33½% on the first £100, 20% on the second £100, 10% on the third £100, 10% of £25 in the fourth £100. Officers over £325 per annum drawing a maximum bonus of £82. 5s. 10d. per annum.

The table below sets out the wage rates, hours and number of workers in the principal industries in 1949:—

Occupation	Rates of Pay	Average Hours Worked	Total No. of Workers in Industry
<i>Agriculture—</i>			
Sugar cane cutters ..	(Basic) 1/6 to 1/10 per ton ..	5-10 hrs. per day	10,050
Farm Labourers ..	Male min. 5/3 to 6/- per day Female 3/9 to 4/6 per day	8-9 hrs. per day	99,700
<i>Public Utilities—</i>			
<i>Electricity:</i>			
(1) Electricians and Servicemen ..	106/3 per wk. ..	48 hrs. per wk. }	600
(2) Linesmen ..	68/6 per wk. ..	48 hrs. per wk. }	
(3) Labourers ..	45/2 per wk. ..	48 hrs. per wk. }	
<i>Water—</i>			
(1) Operators ..	63/- per wk. ..	48 hrs. per wk. }	620
(2) Plumbers ..	58/2 per wk. ..	48 hrs. per wk. }	
(3) Watermen ..	32/4 per wk. ..	48 hrs. per wk. }	
<i>Manufacturing—</i>			
(1) Vegetable Products ..	Male 56/4 per wk. .. Female 35/9 per wk. ..	44.1 hrs. per wk. } 40 hrs. per wk. }	8,800
(2) Leather ..	Male 46/7 per wk. .. Female 41/11 per wk. ..	53 hrs. per wk. } 74.5 hrs. per wk. }		2,160
(3) Textile ..	Male 63/4 per wk. .. Female 42/9 per wk. ..	42.5 hrs. per wk. } 42.7 hrs. per wk. }	5,575
(4) Wood and Paper ..	Male 54/8 per wk. .. Female 41/2 per wk. ..	45.6 hrs. per wk. } 43.7 hrs. per wk. }		3,625
(5) Iron Products ..	Male 57/7 per wk. ..	47.1 hrs. per wk. }	3,430
(6) Chemical Products ..	Male 54/10 per wk. .. Female 33/10 per wk. ..	50 hrs. per wk. } 37.3 hrs. per wk. }	660
Miscellaneous	Male 50/- per wk. ..	50 hrs. per wk. }		625
<i>Construction—</i>			
(1) Carpenters ..	40/- to 80/- per wk. ..	48 hrs. per wk. }	1,880
(2) Plumbers ..	40/- to 80/- per wk. ..	48 hrs. per wk. }	300
(3) Masons ..	40/- to 80/- per wk. ..	48 hrs. per wk. }	2,190
(4) Painters ..	40/- to 80/- per wk. ..	48 hrs. per wk. }	920
(5) Road labourers ..	Male 27/- to 35/- per wk. .. Female 18/- to 24/- per wk. ..	48 hrs. per wk. } 48 hrs. per wk. }	9,430
<i>Transportation and Communication—</i>			
(1) Bus Operators ..	51/8 per wk. ..	56.6 hrs. per wk. }	355
(2) Conductors ..	43/- per wk. ..	58.2 hrs. per wk. }	365
(3) Trackmen (Railway) ..	25/- to 35/- per wk. ..	48 hrs. per wk. }	600
(4) Telegraph Clerks (Post Office) ..	45/- to 90/- per wk. ..	48 hrs. per wk. }	150
(5) Telephone workers ..	62/9 per wk. ..	46.2 hrs. per wk. }	400
(6) Cable Workers ..	102/8 per wk. ..	41.4 hrs. per wk. }	100

Occupation	Rates of Pay	Average Hours Worked	Total No. of Workers in Industry
<i>Trade and Commerce—</i>			
(1) Senior Clerks ..	Male 166/2 per wk.	41.7 hrs. per wk.	150
	Female 88/- per wk.	44.6 hrs. per wk.	
(2) Clerks (Office) ..	Male 101/- per wk.	41.3 hrs. per wk.	
	Female 79/2 per wk.	41.8 hrs. per wk.	
(3) Shop Assistants	Male 78/3 per wk.	43.1 hrs. per wk.	11,290
	Female 52/5 per wk.	44.2 hrs. per wk.	
<i>Services—</i>			
(1) Firemen ..	40/- to 55/- per wk.	On call	100
(2) Postmen (delivery) ..	35/- to 70/- per wk.	48 hrs. per wk.	300
(3) Police Constables	6/6 to 10/- per day	On call	1,425
<i>Personal Service—</i>			
(1) Domestic ..	Male 18/- per wk.	57.5 hrs. per wk.	77,570
	Female 13/10 per wk.	65.8 hrs. per wk.	
(2) Hotels	Male 45/3 per wk.	57.3 hrs. per wk.	
	Female 28/5 per wk.	58.7 hrs. per wk.	
(3) Catering ..	Male 35/7 per wk.	47.6 hrs. per wk.	
	Female 22/10 per wk.	50.4 hrs. per wk.	
(4) Renovating ..	Male 42/8 per wk.	43.6 hrs. per wk.	
	Female 25/3 per wk.	44.4 hrs. per wk.	
<i>General Labour —</i>			
(1) General labourers	Male 27/- to 35/- per wk.	48 hrs. per wk.	29,000
	Female 18/- to 24/- per wk.	48 hrs. per wk.	

COST OF LIVING

At the end of December, 1948 the Working Class Cost of Living Index stood at 251.78 and at the end of December, 1949 it was 249.97.

January to September saw a steady decline each month in the index figure when it stood at 238.99, its lowest level for the year.

The devaluation of the £ sterling on the 18th of September commenced to have its effect on the Index by the end of October when a rise of 3.73 points was revealed and a further rise of 3.06 points at the end of November. In December a further rise of 4.19 points took place.

During the year the index for food rose 9.03 points, Rent 4.02 points, Fuel and Cleaning 36.57 points and all other 14.17 points. On the other hand the Index for Clothing fell by 71.60 points over the period.

Food—Main items showing increases were bread, fresh mutton and pork, codfish and ground provisions.

Rent—Cost of alterations and repairs to rented houses was offset by small increases in rentals.

Fuel and Cleaning—Charcoal and firewood were decontrolled in February which accounts for the steep rise.

All Other—Items of Hardware, bus fares, shoe repairs and hair-dressing all rose.

Clothing—All items of clothing and household goods showed marked decreases.

The cost of living index which is prepared by the Government is based on the cost of essential and lower grade foodstuffs and commodities, and applies principally to the working classes and the peasantry.

The following table shows the prices of basic foodstuffs in 1940 and 1949:—

Commodity	Quantity Unit	AVERAGE PRICE DURING YEAR	
		1940	1949
Flour	per lb. ..	2½d.	4½d.
Cornmeal	" " ..	2d.	4½d.
Rice, White	" " ..	2½d.	8½d.
Bread	" " ..	4d.	8½d.
Beef, fresh	" " ..	6½d.	1/2d.
Pork, fresh	" " ..	7d.	1/3d.
Fish, fresh	" " ..	7d.	1/4½d.
Salt, cod	" " ..	5½d.	1/1½d.
Mackerel, pickled	" " ..	3½d.	9½d.
Canned Fish—			
Salmon	l.s. tin ..	10d.	2/6d.
Sardines	3½ oz. tin ..	3½d.	7d.
Butter	per lb. ..	1/8½	3/2½d.
Fresh Milk	per qt. ..	7d.	1/1½d.
Condensed Milk	14 oz. tin ..	6½d.	9½d.
Bananas, ripe	per doz. ..	3½d.	10½d.
Yams	per lb. ..	2d.	3½d.
Bananas, green	per doz. ..	1½d.	5½d.
Irish Potatoes	per lb. ..	2½d.	4½d.
Peas, red	per qt. ..	9d.	1/9d.
Corn (maize)	" " ..	2½d.	6½d.
Coffee	" " ..	8d.	1/3½d.
Coconut Oil	" " ..	1/2d.	2/-
Sugar, brown	per lb. ..	2½d.	3d.

LABOUR DEPARTMENT

Although the Labour Department as such was ten years old on the 5th of June, 1949, it really had its beginning in September, 1938, when an Employment Registration Bureau was opened, as a result of the labour troubles of 1938. The disturbances of that year showed the need for suitable machinery to deal with increasing labour problems and for the collection of statistical information concerning the social and industrial life of the colony. The Bureau registered unemployed persons in Kingston and prepared unemployment statistics. On the establishment of the Labour Department, this organisation was absorbed and formed the nucleus of the staff.

In 1940, branch offices were established at Montego Bay, Mandeville, St. Ann's Bay and Port Antonio. In 1945-46, however, Government decided to close these Area Offices and the island's labour problems are now dealt with directly from Head Office.

The Staff of the Department is now comprised of a Labour Adviser, 2 Assistant Labour Advisers, 8 Labour Officers and 34 clerical and subordinate employees.

Functions

The functions of the Labour Department are:—

- (a) To advise Government on all labour matters and to prepare such reports as may be called for from time to time;
- (b) To encourage voluntary negotiations in industry and maintain conciliation machinery for the settlement of disputes which may arise;
- (c) In the absence of collective bargaining, to recommend minimum wage legislation for industries in which wages are considered low;
- (d) To propose legislation for the improvement of conditions in factories and provide suitable inspection to ensure the safety, health and welfare of workers;
- (e) To recommend legislation on the lines of the International Labour Conventions so that workers may get the benefit of these Conventions and to provide the inspectorate for the implementation of labour legislation.
- (f) To foster the growth of trade unionism in the island and to advise associations of employers and trade unions in the light of latest trends in industrial relations, organisation and practice;
- (g) The operation of a free Employment Bureau for the Corporate Area of Kingston and St. Andrew, the recruitment and despatch of workers for employment overseas and the placement of Ex-Servicemen.

Labour Legislation

A considerable amount of labour legislation has been enacted since 1938. This legislation gives effect to the provisions of relevant International Labour Conventions as well as statutory provisions for their implementation. The following important labour laws have been enacted since 1938:—

- (i) The Shop Assistants' (Amendment) Law, 1938.
- (ii) The Trade Union (Amendment) Law, 1938.
- (iii) The Trade Union (Amendment) Law, 1940.
- (iv) The Children and Young Persons (Amendment) Law, 1941.
- (v) The Masters and Servants (Amendment) Law, 1940.
- (vi) The Workmen's Compensation Law—Chapter 408, with Amendments—Laws 35 of 1939, 71 of 1941 and 45 of 1942.
- (vii) The Minimum Wage Law—Law 31 of 1938.
- (viii) The Minimum Wage (Amendment) Law, 1948.
- (ix) The Trade Disputes (Arbitration and Enquiry) Law, Law 16 of 1939.
- (x) The Recruitment of Workers Law, Law 30 of 1940.
- (xi) The Factories Law, Law 43 of 1940, with Amendment—Law 1 of 1942.
- (xii) The Employment of Women Law, Law 33 of 1941.
- (xiii) The Dockworkers (Protection Against Accidents) Law, Law 18 of 1941.
- (xiv) The Labour Officers (Additional Powers) Law, Law 8 of 1943.
- (xv) The Holidays with Pay Law, Law 2 of 1947.
- (xvi) The Juveniles Law, Law 44 of 1948 (not yet brought into operation).

Since the enactment of the Minimum Wage Law, 1938, Advisory Boards have been appointed under its provisions to make recommendations and these recommendations have been implemented by proclamations fixing minimum wages for the following industries:—

The Sugar Industry
 The Bakery Trade (including Biscuit Making)
 The Catering Trade
 The Printing Trade
 The Alcoholic and Non-Alcoholic Beverage Trade
 The Dry Goods Trade.

Labour Disputes

During the early years of trade unionism in the island most of the work concerned the immediate settlement of disputes but since 1939 the Department has encouraged the principle of collective bargaining and introduced machinery to enable industry to settle their difficulties as far as possible without outside interference. A direct result of this has been the marked improvement in the negotiations between employers and unions. Much remains to be achieved in this direction but the establishment of Works Committees now being encouraged by the Department will ultimately improve the relationship between employer and worker and thereby increase the standard of efficiency and production.

The number of strikes which occurred during 1949 was less than for any year in the past decade. There were 8 strikes, none of which assumed large proportions and the total number of man days lost to industry during the year was the lowest figure on record.

Minimum Wage Legislation

As pointed out above, the Minimum Wage Law has been extended to cover six industries. Labour Officers were detailed to carry out regular inspections of undertakings which fall within the scope of the various regulations.

During the year 1949, 1,901 inspections were made under these laws as a result of which 213 prosecutions were instituted. Fines totalling £175 10s. 4d. were imposed by the Courts and workers received arrears of wages amounting to £3,578 18s. 4d. consequent on these inspections.

Factory Inspection

Regulations have been made under the Factories Law from time to time. The Law provides for the registration of factories and the provision of such measures which will ensure the health and safety of workers and reduce the incidence of accidents.

Factory Inspectors carry out regular inspections and demonstrate to owners the necessity for strict compliance with the relevant legislation. Employers generally have been co-operative with the result that there has been a substantial improvement in working conditions and the installation of modern safety devices.

Between the 1st of August, 1943—the date the Factories Law became effective—and the end of the year 1949, applications for registration have been received from 743 factories. 91 of these are now defunct, leaving a total of 652 factories in operation with a normal employment roll of over 21,500. 655 inspections were performed during the year and 8 convictions were recorded for breaches of the Law.

In addition to the above, inspections were carried out under the following Laws:—

The Shop Assistants' Law,
The Prevention of Accidents at Sugar Mills Law,
The Children and Young Persons Law,
The Employment of Women Law.

Trade Unions

The first Trade Union Law to be enacted was the Trades Union Law, Law 37 of 1919. Prior to that the Longshoremen's Union No. 1 was established on 10th January, 1918.

The growth of Trade Unions was initially slow. In the last decade, however, there has been a tremendous increase in union activities and at the end of 1949, the total membership exceeded 65,000. At that date there were 25 registered workers' organisations in the colony, the largest of which is the Bustamante Industrial Trade Union which has an estimated membership of 58,600 covering all branches of agriculture and industry.

The Trades Union Congress, which was originally the governing body of a number of small unions, has since amalgamated them into one large Union, known as the Trades Union Congress.

In the year 1943, Government established Whitley Councils for the clerical, administrative and technical staff of Government Departments and in 1946, Interim Committees were set up in 12 Government Departments to deal with matters affecting labourers and semi-skilled workers employed to those Departments.

There are two employers associations registered under the Trades Union Law, viz. The Shipping Association of Jamaica and the Master Printers and Allied Trades Association of Jamaica. There are other employers associations which bargain collectively on behalf of their members but are not registered as trade unions.

Labour Recruitment and Emigration

The Kingston Employment Bureau was established in the year 1940 for the registration of unemployed persons in the Corporate Area of Kingston and St. Andrew with a view to finding employment for them either on Government projects or in industry. The Bureau undertook the recruitment of large numbers of labourers for work both in Jamaica and abroad.

The following briefly summarises the volume of work performed:—

(a)	Recruitment of workers for the construction of	
	U.S. Naval and Air Base—peak figure ..	9,000
(b)	For employment with the Panama Canal ..	4,893
(c)	Recruitment for Royal Air Force ..	4,690
(d)	Recruitment for agricultural work in the U.S.A.	
	(1943 to date)	60,624

Special mention should be made of the recruitment of labour for the United States which provided much needed man power for agriculture and skilled labour jobs in certain industries during the war period and at the same time assisted the economy of the island by relieving unemployment.

From the recruitment programme the island benefited to the extent of over £10,500,000. As this money was paid in U.S. Currency it was of great assistance to the dollar situation.

For the benefit and welfare of the workers sent to the United States of America a Central Liaison Office was established in Washington and a staff of Labour Officers was provided to co-operate with the employers to ensure efficient work and satisfactory compliance with the terms of the contract.

CHAPTER 3—PUBLIC FINANCE AND TAXATION

REVENUE AND EXPENDITURE

In the course of the past seven years, the Annual Revenue and Expenditure of the Colony has increased from approximately £3,600,000 in 1940–1941 to approximately £9,700,000 in 1948–49. The Revenue and Expenditure to the nearest £1 under main heads for the three financial years ending on the 31st March, 1947, 1948 and 1949 were as follows:—

REVENUE

Head	Year ended 31. 3. 47	Year ended 31. 3. 48	Year ended 31. 3. 49
	£	£	£
Customs and Excise ..	4,500,136	5,367,598	5,305,438
Harbours, Dues, etc. ..	3,889	4,797	5,236
Licence and Other Internal Revenue ..	356,875	366,889	389,668
Fees of Office, etc. ..	48,617	50,285	54,145
Reimbursements ..	388,113	370,994	491,087
Post Office Department ..	286,591	266,418	301,317
Departmental Revenue ..	87,410	94,264	102,722
Irrigation Receipts ..	18,518	17,514	18,871
Direct Taxation ..	1,997,777	2,163,755	2,297,750
Currency ..	39,301	34,742	37,588
Rents ..	6,527	6,256	8,756
Interest ..	35,022	61,536	62,761
Miscellaneous Receipts ..	77,486	28,574	27,575
Total Ordinary Revenue ..	7,846,262	8,833,622	9,102,914
Land Sales ..	2,547	1,741	1,711
Loan Repayments ..	22,681	13,412	15,277
Colonial Development and Welfare Loans ..	51,424	1,491	3,227
Colonial Development and Welfare Schemes ..	288,328	450,226	589,803
Imperial Grants ..	179,415	6	..
Total General Revenue ..	8,390,657	9,300,498	9,712,932

Expenditure to the nearest Pounds under Main Heads for the
Financial Years ended as under:—

Head	31. 3. 47	31. 3. 48	31. 3. 49
	£	£	£
Public Debt ..	492,580	580,587	696,828
His Excellency the Governor and Staff ..	9,962	11,608	11,938
Legislature ..	40,989	41,706	46,511
Administrator General ..	15,973	19,473	21,717
Agriculture—Part I ..	214,329	214,434	256,651
Agriculture—Part II ..	67,829	48,604	30,726
Agricultural Loan Societies Board ..	24,093	26,832	26,676
Attorney General ..	7,865	9,066	11,257
Audit ..	25,463	26,272	27,654
Bankruptcy ..	4,502	4,909	5,041
Board of Supervision ..	3,065	3,365	3,917
Broadcasting ..	5,917	6,753	6,867
Central Bureau of Statistics ..	6,814	8,583	9,126
Central Housing Authority ..	68,295		
Collector General—Part I ..	196,052	209,046	227,197
Collector General—Part II ..	99,979	101,536	84,607
Commerce and Industries ..	22,669	29,590	31,287
Crown Solicitor ..	3,970	4,422	4,672
Currency ..	6,182	5,090	8,775
Defence ..	62,429	42,593	37,376
Education ..	686,384	779,639	908,431
Forest Department ..	25,156	31,140	31,521
Government Chemist ..	5,808	7,054	8,383
Harbours ..	13,442	7,161	7,878
Housing ..		71,809	114,469
Immigration ..	6,956	7,617	
Imperial Forces Allowances ..	21,647	20,126	15,634
Income Tax and Stamp Duties ..	80,179	76,537	104,220
Industrial School ..	26,580	32,117	37,323
Labour ..	31,575	25,144	20,542
Lands ..	62,553	61,034	112,263
Local Forces ..	6,384	7,379	6,575
Marine Board ..	406	429	440
Medical ..	613,730	649,155	735,069
Mental Hospital ..	147,998	146,651	159,057
Miscellaneous—Part I ..	174,251	138,207	212,948
Miscellaneous—Part II ..	798,126	1,090,012	1,054,436
Pensions ..	149,105	160,122	226,897
Pensions of Widows and Orphans ..	23,156	24,789	26,557
Police ..	526,050	534,776	560,877
Post and Telegraphs ..	300,033	306,253	307,894
Printing Office ..	64,469	63,664	66,267
Prisons ..	118,341	150,776	162,309
Railway—Deficit ..	256,177	210,759	249,355
Registrar General and Record Office ..	14,686	15,298	16,188

Head	31.3.47	31.3.48	31.3.49
	£	£	£
Registration of Titles ..	6,270	6,879	7,103
Relief Works Rehabilitation	130,680	131,209	146,327
Reserve Funds ..	..	..	..
Resident Magistrates			
Courts ..	72,774	76,070	76,866
Savings Bank ..	34,533	38,215	40,275
Secretariat ..	34,132	36,426	40,361
Social Services ..	42,219	43,285	49,514
Subventions ..	480,462	642,456	892,867
Supreme Court ..	18,994	20,673	21,733
Survey ..	26,376	25,454	34,854
Traffic Authority ..	10,694	10,502	10,708
Treasury ..	36,802	39,131	37,295
Public Works Department ..	115,319	137,360	133,594
Public Works Recurrent ..	633,290	597,630	767,620
Rio Cobre Canal ..	10,678	9,913	10,377
Public Works Extra-ordinary ..	164,002	353,853	668,836
Civil Aviation ..	22,841	35,651	35,361
Total Ordinary Expenditure ..	7,372,215	8,246,824	9,668,047
Agricultural Credit Price Stabilisation ..	407,417	143,453	434,882
Rehabilitation, Hurricane Damage ..	50,000	5	..
Loans and Long Term Advances ..	21,398	19,998	19,841
Total General Expenditure ..	7,851,030	8,410,280	10,122,770

PUBLIC DEBT

At the end of the calendar year 1949 the Colony's Public Debt was estimated at £11,244,163 representing approximately £8 2s. 9d. per head of population; and the estimated value of the Sinking Funds accumulated towards the redemption of this debt was £2,296,400. The net debt was therefore approximately £8,947,770, which is equivalent to approximately one year's revenue. This debt consisted of:—

(a)	Inscribed Stock raised in the United Kingdom	£3,620,300
(b)	Imperial Treasury Loans from the Colonial and Middle Eastern Services as well as Colonial Development and Welfare votes	£1,780,932
(c)	Local Registered and Inscribed Stock	£5,617,431
(d)	Loans from Banks ..	£ 225,500

The Local Registered and Inscribed Stock included an issue of £250,000 made in 1942 to raise funds for re-loan to the United Kingdom on account of Imperial War Expenditure, and which is repayable from United Kingdom funds.

At the 31st March, 1949, the Colony's debt was £11,655,088. Loans totalling £457,752 were redeemed during the year, while a further loan of £45,000 was issued in the period of nine months to the end of 1949.

The majority of the Colony's public loans now outstanding are repayable within 20 to 25 years from the date of issue.

ASSETS AND LIABILITIES

Statement of Assets and Liabilities of the Colony at the 31st March, 1949.

LIABILITIES			ASSETS		
	£	s. d.		£	s. d.
Loans ..	472,155	15 0	Loans and Advances ..	5,379,257	9 1½
Deposits ..	2,218,362	12 1½	Unallocated Stores ..	457,267	19 6
Appropriated Funds ..	5,080,241	13 10	Treasury Bills Advances ..	720,411	12 1
Reserve and Insurance Funds ..	394,797	8 2	Appropriated Funds Investments ..	4,480,437	8 6
Treasury Bills ..	934,300	0 0	Reserve and Insurance Funds Investments ..	397,400	9 8
Unexpended Loan Balances ..	839,035	18 8	Cash Balance ..	606,063	3 1
General Balance Revenue ..	2,101,944	14 1½			
	£12,040,838	1 11½		£12,040,838	1 11½

The investment on account of Reserve and Insurance Funds of the Colony amounted to £397,400 9s. 8d. at the 31st March, 1949, as shown in the statement of Assets, and the amount was made up as follows:—

Insurance Fund	£107,954
Reserve Fund	289,446
	<u>£397,400</u>

Short-term borrowing by means of Treasury Bills was introduced in December, 1945, primarily to facilitate Government purchase and distribution of food materials, which has been an essential war-time requirement and still continues to be necessary in the post-war period. The present liability in respect of Treasury Bills is £934,300. The currency of the Bills is three months and the present rate of discount 1½% per annum a reduction of ½% from the first of May, 1948.

TAXATION

There are three main heads of taxation, other than Income Tax i.e., Customs, Excise and Internal Revenue. The items of taxation falling within these heads and the yield therefrom in 1948/49 are given below:—

I. CUSTOMS DUTIES

Item	Yield for year ended 31.3.49
Import Duty (of which £99,062 was on Parcel Post Imports)	£3,544,025
Tonnage Tax	109,344
Passenger Duty	7,006
Export Duty	17
Lighthouse Dues	3,863
Harbour Dues	1,423
Licences—Customs Brokers	54
Fees—lumber measurers	4,012
	<u>£3,669,744</u>

II. EXCISE DUTIES

Item	Yield for year ended 31.3.49
Excise Duty on:	
Rum	£667,848
Beer	94,548
Tobacco	729,298
Edible Oil	8,623
Matches	38,306
Soap	18,090
Butter Substitutes	18,890
Aerated Water	26,639
Cornmeal	4,169
Lard	7,395
	<u>£1,613,806</u>

III. INTERNAL REVENUE

Item	Yield for year ended 31.3.49
Entertainment Tax	£68,459
Licences	117,497
Fines and Penalties	5,777
Sales Tax on Rum	22,574
Judicial Revenue	43,237
Rio Cobre Irrigation Works	18,874
Postal Revenue:	
C.O.D. and C.C. Fees	£2,759
Stamps, sale of	231,820
M.O. and P.O. Commissions	1,196
Postage Repayment	7,733
Telegrams	30,410
Porterage	7,938
Profit on Money Order Transactions	7,850
Sundries	2,946
	<u>292,654</u>
Property Tax	71,371
Income and Sur-Tax	1,788,472
Excess Profits Tax	246,922
Stamp Duty	128,661
Death Duties	143,065
	<u>£2,947,563</u>

TAXATION PER CAPITA

The following figures show the taxation per capita, direct, and indirect and total for the years 1903, 1947-48 and 1948-49.

POPULATION, 1948-49—1,350,100

Indirect Taxation		Direct Taxation	
Customs	£3,807,590	Income Tax	} £2,249,718
Excise	1,660,285	Excess Profits Tax	
Entertainment Tax	68,435	Land and Property Tax	
		Death Duties	
		Licences	
		Fees, Petty Sessions	117,171
		Sales Tax—Rum	5,704
		Stamp Duties—various	22,574
		Parochial Revenue	128,691
		Less debits	£840,581
			1,118
			839,463
Total	£5,536,310		£3,363,321

Grant Total—£8,899,631

Taxation per capita:

	1903		1947-48		1948-49
Indirect	13.1 = 70%	£4 3 6 =	64%	£4 2 0 =	62%
Direct	5.6 = 30%	2 6 5 =	36%	2 9 10 =	38%
Total	18.7 = 100%	£6 9 11 =	100%	£6 11 10 =	100%

CUSTOMS TARIFF

Import Duties (under the Customs Law, 1939)

The general advalorem duty is 20% and the preferential rate to the British Empire is 15% with variations in the duties on various classes of goods, in addition to specific duties on certain articles falling chiefly under the heading of apparel, drink, food or tobacco. The highest advalorem rate of Import Duty assessable is on Perfumes and Scents (45% Preferential, 50% General).

Certain articles are admitted free of duty, consisting chiefly of goods imported for the use of Government, the Parochial Boards or His Majesty's Naval and Military Forces, Printed Books, Passengers' personal and household effects, manures, fertilisers, insecticides, agricultural implements, etc.

The value of any imported goods for the assessment of Import Duties is the value at the port of importation including freight, insurance and other charges incidental to the delivery at the port of importation, but not including Customs Duties.

The following Trade Agreements and Laws affect the Customs Tariff of Jamaica:—

- (i) Trade agreement between the United Kingdom and United States of America (of November, 1938).
- (ii) Trade Agreement between the United Kingdom and Canada (of February, 1937).
- (iii) The United States Bases (Agreement) Law No. 2 of 1945 exempting from Import Duty or other Tax, goods imported for the use of the United States Authorities.
- (iv) The Tonnage Tax Law No. 7 of 1946 as amended by Law 5 of 1947 imposing additional Tax on specified articles imported into the Island.
- (v) The Hotels Aid Law No. 55 of 1944 as amended by Law 18 of 1947, for the encouragement of the Hotels Industry by granting certain relief in respect of Customs Duties, Excise Duties, Tonnage Tax and Income Tax.
- (vi) The Customs (Amendment) Law No. 6 of 1947 empowering the Collector General to reduce, in respect of goods conveyed into the Island by air, the amount of freight charges to be added to the value of the goods for purposes of assessment of duty to not less than one quarter.
- (vii) The Textile Industry (Encouragement) Law No. 52 of 1947, to encourage the establishment of a Textile Industry and making provision for the granting of certain relief from Tonnage Tax and Customs Duty.
- (viii) Cement Industry (Encouragement and Control Law) Law 29 of 1948, to encourage the establishment of a Cement Industry and making provision for the granting of certain relief from Tonnage Tax and Customs Duty.
- (ix) The Motion Picture Industry (Encouragement) Law, Law 34 of 1948, for encouraging a Motion Picture Industry in the Island and making provision for the granting of certain relief from Tonnage Tax and Customs Duty.
- (x) The University College Hospital Law, Law 40 of 1948, providing for the establishment of a Teaching Hospital for the University College and granting relief of Tonnage Tax and Customs Duty on importations connected with the establishment and maintenance of such hospital.
- (xi) The Manufacture of Buttons (Encouragement) Law, Law 4 of 1949, for encouraging the manufacture of buttons in the Island and granting relief in respect of Tonnage Tax and Customs Duty.
- (xii) The Pioneer Industries (Encouragement) Law, Law 13 of 1949, to encourage the establishment and development of new industries in the Island and for granting certain relief from Tonnage Tax and Customs Duty.

Export Duty—

The only export duty payable is that prescribed by the Export Duty (Spirits) Law, under which all spirits, wines and spirituous liquors (other than rum manufactured in Jamaica) exported or shipped from this Island are liable to export Duty varying from 5/- per case to £12 10s. Od., per puncheon.

EXCISE DUTIES

Excise Duties are imposed on the following goods:— Aerated water, beer, coconut products (*i.e.*, soap, butter and lard substitutes), corn-meal, edible oils, matches, spirits, cigars, cigarettes and manufactured tobacco.

The items which produce the most revenue are:—

Beer	3/4d. per gallon
Butter substitutes	15/- per 100 lb.
Soap	3/6 per 100 lb.
Matches	7/1 per gross boxes of 50
Spirits	23/4 per gallon
Tobacco cigars	1/6 to 6/- per 100
Cigarettes	4/5 per 100.
Manufactured Tobacco	6/- per lb.

Manufacturers of the above mentioned excisable goods are licensed, the license fees ranging from 10/- to £30. The Excise Duties and Licence Fees payable are prescribed in the schedules to the Excise Duty Law, Law 73 of 1941.

INCOME TAX AND STAMP DUTIES

The Laws relating to Income Tax, Stamp Duties and Death Duties are administered by the Income Tax Department and the revenue collected from these sources comprise a large proportion of the total Revenue of the Colony.

All persons resident in the island, whether British subjects or not, are chargeable with Income Tax and individuals are entitled to the statutory deductions given hereunder:—

- A deduction of £200 where the income does not exceed £700, or £150 where the income exceeds £700.
- Relief of £80 in respect of wife, £40 for the first child and £20 for each subsequent child.
- Relief in respect of life insurance to the extent of one-sixth of the total income or £150 whichever is less.

A Visitor who becomes resident in this island, although not domiciled, is also chargeable with Income Tax:—

- on any income arising within this island;
- on any income arising outside this island, in so far as such income is received in this island.

The question of residence is a matter for determination on the facts of any particular case, but, normally, circumstances which may be regarded as constituting residence are:—

- Visits to the Colony for an extended period or periods equal in the whole to six months in the Income Tax year;
- permanently maintaining a place of abode in the Colony available for personal use and visiting the island year after year so that such visits become part of the habit of life.

Provision is made under existing legislation for relief from double taxation, where such is the case, and in so far as the United Kingdom is concerned this Colony has adopted the new Double Taxation Relief (Taxes on Income) (United Kingdom) Order, 1949 with a view to affording relief from double taxation in relation to Income Tax imposed in both countries.

The rates of Income Tax applicable in 1949, in respect of the Chargeable Income of any person, are as follows:—

For every pound of the first £100	7d.
For every pound of the next £100	1/2
For every pound of the next £100	1/9
For every pound of the next £100	2/4
For every pound of the next £100	2/11
For every pound of the next £100	3/6
For every pound of the next £100	4/1
For every pound of the next £150	4/8
For every pound of the remainder	7/6

In addition to the Income Tax charged at the above rates, the total income of an individual, where it exceeds £2,000 (prior to the deductions for Abatement, Wife, Children and Life Assurance) is liable to Surtax in respect of the excess over £2,000 at the following rates:—

For every pound of the first £1,000 of such excess ..	1/3
For every pound of the next £1,000 of such excess ..	2/6
For every pound of the next £1,000 of such excess ..	3/9
For every pound of the next £1,000 of such excess ..	5/-
For every pound of the next £1,000 of such excess ..	6/3
For every pound of the remainder ..	7/6

The rate of Income Tax chargeable on a Company, Registered Society or Building Society is 7/6 for every pound of the Chargeable income.

The effect of Income Tax on individuals, including surtax in various ranges after the deduction of £200, or £150 as it applies and the allowance for wife and two children is shown in the following table:—

Income			Tax payable by Single person	Tax payable by Married couple with two Children
£300	..	..	£2 18 4	Nil
£400	..	..	8 15 0	1 15 0
£500	..	..	17 10 0	6 8 4
£600	..	..	29 3 4	14 0 0
£700	..	..	43 15 0	24 10 0
£800	..	..	71 9 2	45 10 0
£1,000	..	..	116 13 4	84 0 0
£1,500	..	..	304 3 4	251 13 4
£2,000	..	..	491 13 4	439 3 4
£4,000	..	I.T.	1,241 13 4	1,189 3 4
		S.T.	187 10 0	187 10 0
£6,000	..	I.T.	1,991 13 4	1,939 3 4
		S.T.	625 0 0	625 0 0
£8,000	..	I.T.	2,741 13 4	2,689 3 4
		S.T.	1,312 10 0	1,312 10 0
£10,000	..	I.T.	3,491 13 4	3,439 3 4
		S.T.	2,062 10 0	2,062 10 0

Stamp Duties are collectible on all documents executed in the island or executed abroad and operative in the island, and Death Duties are collected under three heads, viz:—

Estate Duty—at an advalorem rate, based on the net value of a deceased person's estate, where the sum exceeds £500.

Succession Duty and Legacy Duty based on a graduated scale according to the Kinship of the Successor or legatee to the deceased, ranging from 1% for issue to 10% for strangers.

The total revenue derived from Income Tax, Excess Profits Tax, Stamp Duties and Death Duties during the financial year ending 31st

March, 1949, amounted to £2,355,294. 8s. 5d. as compared with £2,216,367 9s. 3d. collected during the previous financial year as under:—

	1948-49	1947-48
Income Tax ..	£1,836,513 13 10	£1,388,593 15 4
Excess Profits Tax ..	246,922 6 1	582,679 15 7
Stamp Duties ..	128,799 5 0	121,285 15 1
Death Duties ..	142,059 3 6	123,808 3 3
	<hr/> £2,355,294 8 5 <hr/>	<hr/> £2,216,367 9 3 <hr/>

The Excess Profits Tax was abolished at the end of 1946 but there still remain arrears of tax due for collection.

CHAPTER 4—CURRENCY AND BANKING

The following are legal tender in Jamaica: British Gold and Silver Coins, Cupro Nickel coins, threepenny coins of mixed metal, Jamaica nickel and bronze alloy coins (penny, half-penny and farthing), Jamaica Government currency notes and currency notes of the Local Commercial Banks. Nickel coinage is no longer issued and is being withdrawn but some of it is still in circulation. Accounts are kept in sterling.

The following table sets out the Government Currency Note transactions during the year ended 31st March, 1949:

Denomination	In circulation on 31.3.48	Issued during the financial year 1948/48	Redeemed during the financial year 1948/49	In circulation on 31.3.49
2/6	£108 17 6			£108 17 6
5/-	217,928 0 0	£113,050	£178,103 5 0	152,874 15 0
10/-	362,925 10 0	203,500	241,608 10 0	324,817 0 0
£1	1,686,677 0 0	605,300	464,140 0 0	1,827,837 0 0
£5	540,460 0 0	2,625	6,560 0 0	536,525 0 0
TOTAL	£2,808,099 7 6	£924,475	£890,411 15 0	£2,842,162 12 6

On the 31st March, 1949, the Jamaica nickel and bronze alloy coins in circulation were as follows:—

Nickel coinage (unspecified) .. £15,787

Bronze Alloy:—

Pennies .. 24,025

Half-pennies .. 10,860

Farthings .. 1,835

£36,720

The value of currency notes in circulation on the 31st December, 1949, was as follows:—

Government Currency Notes .. £2,924,914 17 6

Bank of Nova Scotia Notes .. 18,816 0 0

Barclays Bank (D.C. and O.) Notes .. 28,245 0 0

Royal Bank of Canada Notes .. 5,469 0 0

Canadian Bank of Commerce Notes .. 3,722 0 0

£2,981,166 17 6

The Government currency notes in circulation on the 31st December, 1949, were of the following denominations:—

2/6 .. £108 17 6

5/- .. 198,950 10 0

10/- .. 386,489 10 0

£1 .. 1,805,816 0 0

£5 .. 533,550 0 0

£2,924,914 17 6

There were four commercial Banks operating in Jamaica, all of which have their Head Office in Kingston. They are:—

The Bank of Nova Scotia

Barclays Bank (Dominion, Colonial and Overseas)

The Royal Bank of Canada

The Canadian Bank of Commerce

The Bank of Nova Scotia has 12 branches in centres other than Kingston, Barclays Bank 14, and the Royal Bank of Canada 1.

CHAPTER 5—COMMERCE

EXTERNAL TRADE

General

The value of the total trade of Jamaica showed a slight upward trend in 1949 despite sharp contractions in purchasing policy particularly during the last quarter of the year, consequent on the devaluation of the £ sterling.

Total Trade

Total commodity trade derived from preliminary figures was £31,363,035 as against the actual figure of £31,068,209 in 1948. Imports contributed £19,225,539 or 61% of total trade as against £19,680,859 or 63% in 1948. Exports totalled £12,137,496 or 39% as against £11,387,350 or 37% in 1948.

The value of imports showed an increase by 196% over that for the pre-war year 1938, although a decline of 7% was reflected when compared with the percentage value increase for 1948. The value of exports increased by 141% over the value in the base year 1938, and 15% over that for 1948.

TABLE I

*Values (in £1'000) of Imports and Exports
for the years, 1938-1949*

Year	TOTAL TRADE		IMPORTS		EXPORTS			
	Value £'000 (c.i.f.)	Index	Value (c.i.f.) £'000	Index	Total Exports		Domestic Ex- ports £'000	Foreign Exports £'000
					Value (f.o.b.) £'000	Index		
1949	31,363	272	19,226	296	12,137	241	11,843	294
1948	31,068	270	19,681	303	11,387	226	11,150	237
1947	29,114	253	18,943	292	10,171	202	9,939	232
1946	21,206	184	12,452	192	8,754	174	8,575	179
1945	14,555	126	9,596	148	4,959	99	4,786	173
1944	13,453	117	8,973	138	4,479	89	4,342	137
1943	11,549	100	7,311	113	4,237	84	4,040	197
1942	9,566	83	5,515	85	4,051	80	3,860	192
1941	10,484	91	6,517	100	3,967	79	3,801	166
1940	9,367	81	6,154	95	3,213	64	3,054	159
1939	11,271	98	6,507	100	4,765	95	4,646	119
1938	11,518	100	6,485	100	5,033	100	4,926	107

Imports

The total value of Imports during 1949 was £19,225,539 as against £19,680,859. Fluctuations in market during the year due to rigid controls and devaluation of the £ sterling resulted in a decline of dollar imports and a drop in import values by £455,000 or 7% when compared with the figures for 1948.

Import duty collections decreased by £4,000 (£3,430,000 as against £3,434,000) compared with 1948. Comparative quantities and/or values of principal items of imports are set out in Table II.

TABLE II

Quantity and Value (in £'000) of principal commodities of imports during the years 1938, 1948 and 1949

Commodity	Unit	1949			1948			1938		
		Quantity '000	Value c.i.f. £'000	%	Quantity '000	Value c.i.f. £'000	%	Quantity '000	Value c.i.f. £'000	%
Total Imports			19,226	100		19,681	100		6,485	100
Art. silk pc. goods	yds.	5,231	642	3.3	2,848	441	2.2	4,102	112	1.7
Boots and Shoes	dos.	56	307	1.6	64	434	2.2	114	202	3.1
	prs.									
Cotton piece goods	yds.	22,697	1,524	7.9	16,334	1,306	6.6	25,847	388	6.0
Cement	barrels	277	312	1.6	287	300	1.5	178	88	1.3
Coal	tons	45	165	.9	39	144	.7	143	160	2.4
Motor cars and trucks	No.									
Car and truck parts, tyres and tubes			1,010	5.3		1,133	5.8		356	5.5
Fish, dried, salted	lb.	11,593	591	3.1	11,329	516	2.6	18,239	212	3.2
Flour, wheaten	bag	570	1,691	8.8	502	1,792	9.1	414	452	7.
Glass and glassware			216	1.1		297	1.5		60	.9
Lumber, all kinds	ft.	9,654	318	1.7	8,673	258	1.3	16,063	150	2.3
Machinery, agric.			249	1.3		196	1.0		270	4.1
Medicines and drugs			177	.9		185	.9		88	1.3
Milk, condensed	lb.	934	35	.2	2,972	130	.7	9,900	144	2.2
Oil, motor spirit	gals.	10,815	464	2.4	8,701	266	1.4	8,118	146	2.2
Paper, all kinds			513	2.7		620	3.2		131	2.1

Increases in the value of imports occurred in the following items, Artificial silk and Cotton Piece Goods, Fish, dried, salted, Lumber—all kinds, Motor Spirit, Coal and Agricultural Machinery. Decreases were shown in Boots and Shoes, Flour—wheaten, Glass and Glassware, Milk—condensed and Motor Cars and Trucks.

The value of imports according to principal countries of origin is given in Table III for the years 1938, 1948, and 1949 respectively.

TABLE III

Value (c.i.f.) of Imports (in £'000) according to principal countries of origin during the years, 1938, 1948 and 1949

Country of Origin	1949		1948		1938	
	Value £'000	%	Value £'000	%	Value £'000	%
Total	19,226	100	19,681	100	6,485	100
United Kingdom	8,669	45	7,658	39	2,109	32.5
United States of America	3,174	17	3,597	18	1,014	15.6
Canada	2,483	13	3,880	20	1,359	21
Other Countries	4,900	25	4,565	23	2,003	30.9
Parcel Post	(Distribute among the various countries)				188	2.9

United Kingdom retained first position during 1949 with respect to the comparison of sources of supply.

The value of imports from the United Kingdom was £8,669,000 or 45% of total imports as against £7,658,000 or 39% in 1948 an all over increase by approximately £1,011,000, while considerable decreases were shown for imports from Canada—£2,483,000 as against £3,597,000 in 1948, and United States of America £3,174,000 as against £3,826,000 in 1948.

Domestic Exports

Exports showed encouraging results during 1949. The total value of exports was £12,137,496 as against £11,387,350.

Domestic Exports accounted for £11,843,331 as against £11,150,363 an increase of £692,968.

Table IV gives the quantity and value of the principal domestic exports for the years 1938, 1948 and 1949.

TABLE IV

Quantities and f.o.b. value in (£'000) of the principal items of domestic exports for the years 1938, 1948 and 1949

Commodity	Unit	1949		1948		1938	
		Quantity '000	Value f.o.b. £'000	Quantity '000	Value f.o.b. £'000	Quantity '000	Value f.o.b. £'000
Total domestic exports			11,843		11,150		4,926
Bananas	stems	6,563	2,271	6,095	2,321	23,811	2,917
Cocoa	lb.	4,152	206	4,222	351	5,282	47
Citrus pulp	lb.	7,022	74	19,976	209		
Coconuts	No.	22					
Coffee	lb.	2,721	152	3,081	145	9,462	133
Ginger	lb.	2,140	130	3,124	125	2,931	51
Pimento	lb.	8,537	405	4,853	224	8,677	207
Rum	gals.	1,641	1,293	1,870	2,044	900	248
Sugar	tons	193	4,702	151	3,582	105	859
Tobacco cigars	lb.	201	386	228	502	32	17

The increase in the value of exports over the previous year 1948, was due mainly to considerably larger shipments of sugar—193,000 tons as against 151,000 in 1948, Pimento 8,537,000 lbs. as against 4,853,000, and 405,000 boxes citrus value £354,000 as against 267,500 valued at £223,500 in 1948. Although the quantity of coffee exported was less than in 1948, the value increased by £7,000 due to the improved world market price of this commodity. Similarly the quantity of ginger exported fell below the 1948 figure, but due to an increase in market price the value for 1949 showed a rise by £5,000 over the previous year. The value for bananas dropped due to a fall in prices.

Substantial decreases were shown in the quantity and value of rum, cigars and cocoa shipped in 1949.

Domestic exports for 1949 according to principal buying markets are set out in Table V below.

TABLE V

F.o.b. value (in £'000) of domestic exports according to principal countries of destination for 1938, 1948 and 1949

	VALUE (IN £'000) OF EXPORTS					
	1949		1948		1938	
	Value £'000	%	Value £'000	%	Value £'000	%
All Countries	11,843	100	11,155	100	4,926	100
United Kingdom	7,411	62.6	8,331	75	2,914	59
Canada	3,137	26.5	1,902	17	1,309	26.6
United States of America	450	3.8	360	3	181	3.6
Other	845	7.1	562	5	522	10.8
Parcel Post	(Distributed among the countries)				17	.4

During the year 1949, British Countries received £11,052,000 or 93.32% of our domestic exports.

United Kingdom accounted for £7,411,000 or 62.58% but showed a decline by £920,000 when compared with the value for 1948.

Exports to Canada showed substantial progress with a value of £3,137,000 or 26.49% of the total value of domestic exports as against £1,901,000 or 17% of the total value of domestic exports in 1948.

United States of America received 3.5% of the total value of exports during 1949 with an actual increase of £55,000 over the previous year.

Balance of Trade

The estimated adverse visible balance of trade for 1949 showed a decrease by £1,205,000 compared with the 1948 level.

Average unit values are shown in Table VI below.

TABLE VI

Average Unit values of the principal commodities imported (c.i.f. value) and exported (f.o.b. value) during the years 1938, 1948 and 1949

Commodity	Unit of Quantity	AVERAGE UNIT VALUE IN £		INDEX NUMBER (1938 = 100)	
		1949	1938	1949	1948
Imports—					
Art. silk piece goods	100 yds.	12.27	2.72	451.1	553.31
Boots and Shoes	doz. prs.	5.50	1.77	310.73	390.40
Cotton piece goods	100 yds.	6.72	1.50	448.00	530.67
Coal	tons	3.67	1.12	327.68	321.43
Fish, dried, salted	100 lb.	5.10	1.16	439.66	386.21
Flour	bs. 196 lb	2.97	1.10	270.00	337.27
Lumber (all kinds)	100 ft.	3.22	.93	346.24	315.05
Milk (condensed)	100 lb.	8.15	1.45	562.07	300.69
Oil Motor Spirit	100 gals.	4.29	1.79	239.66	182.12
Exports—					
Bananas	100 stems	34.59	12.25	282.37	313.22
Cocoa	100 lb.	4.96	.89	557.30	946.07
Coffee	100 lb.	5.61	1.40	400.71	325.71
Ginger	100 lb.	6.10	1.74	350.57	229.31
Pimento	100 lb.	4.75	2.39	198.74	194.56
Rum	gals.	.79	.28	282.14	392.86
Sugar	tons	24.36	8.18	297.80	290.22
Tobacco (cigars)	lbs.	1.92	.53	362.26	437.74

Conclusion

Prices fluctuated during 1949, resulting in a rise in the price of certain principal commodities (of both imports and exports) and a fall in the price of other items. Shifts in buying markets and the price changes consequent on the devaluation of the £ sterling accounted for this situation. Taking into account the several factors to be considered, it could be stated that the island's total trade maintained stability with a slight edge in favour of Exports during 1949.

CHAPTER 6—PRODUCTION

The greater portion of the working population is employed in agriculture, therefore the importance of the primary industries in the economy of the island needs no emphasis. In view of this, a policy of securing long term contracts for the colony's staple export crops has been pursued. However, owing to the serious unemployment problem, strenuous efforts are being made to develop secondary industries. A review of the activities in primary industries and of the measures being taken by Government towards industrialization follows.

PRIMARY INDUSTRIES—EXPORT CROPS

The total value of all exports during 1949 was nearly £12 million, an increase of about £700,000 over 1948. The principal exports during the year 1949 were as follows:—

Commodity	Unit	Quantity '000	Value f.o.b. £'000
Sugar	tons	193	4,701
Rum	gallons	1,641	1,293
Bananas	stems	6,530	2,271
Cigars	lb.	201	385
Cocoa	lb.	4,148	205
Pimento	lb.	8,537	405
Citrus fruit	boxes	427	370
Citrus pulp	lb.	7,022	74
Coffee	lb.	2,720	152
Ginger	lb.	2,140	130
Tomatoes	lb.	8,318	173
Honey	lb.	1,172	32

Sugar

Total production for 1949 was 237,744 tons as against 192,814 tons for 1948 and 177,000 tons in 1947. Exports were made to the Ministry of Food under a contract which expires in 1952, the contract price being fixed every year by negotiation.

Rum

This is the only substantial commercial by-product obtained from the manufacture of sugar. Total production for 1949 was 3,032,978 gallons as against 3,033,946 gallons for 1948.

In view of the increased sugar output planned for future years coupled with a decreasing demand for rum, it is vital to find alternative uses for molasses.

Bananas

The banana industry has received a fillip in its efforts towards recovery by the Ministry of Food's acceptance of the Lacatan variety on the same footing as Gros Michel. Exports for 1949 were 6,530,000 stems, of which 120,000 stems were Lacatans. Lacatan seedlings are now being widely distributed under a scheme in which Government and the All Island Banana Growers' Association are collaborating. Bananas are sold to the Ministry of Food under a contract which expires in 1952. The price is fixed each year by negotiation.

Cigars

The cigar industry is striving to maintain the position it gained during the war years owing to exchange control restrictions which kept Havana cigars out of the United Kingdom market. However, the high import duties imposed on the entry of cigars into the United Kingdom are having serious effect on this trade and exports to this market have declined substantially. Efforts are being made to increase cigar exports to other countries.

Pimento

There is a strong world demand for pimento, which is purchased in bulk by the Department of Commerce and Industries at prices fixed every year by Government. The 1949/50 crop is estimated at 2,000 tons, of which about 1,500 tons have been purchased.

Cocoa

Jamaica benefited from the good prices ruling on Cocoa throughout this year. The Cocoa Clearing House, operated by the Department of Commerce and Industries, by processing all the cocoa purchased in bulk by that Department, ensures that only high quality beans are exported, the bulk of which goes to the Canadian market and is thus a valuable dollar earner. A scheme for the expansion of the cocoa industry is under way.

Citrus fruit

Citrus is one of the main export crops. Up to the 1948/49 season, the Commissioner of Commerce and Industries was the sole exporter, but with the Government's acceptance of the Citrus Marketing Plan put forward by the Citrus Growers' Association under the Agricultural Marketing Law, 1944, this function has passed to that Association. The Association is negotiating a long term contract with the Ministry of Food for the supply of concentrated citrus juice and is accordingly erecting a modern processing plant. Under the Agricultural Marketing Law, 1944, a Citrus Authority has been set up to regulate the affairs of the industry.

Citrus fruit exports for 1949 amounted to 427,000 boxes valued at £370,000 compared with 267,500 boxes for 1948 valued at £223,500. The equivalent of about 260,000 boxes was exported as citrus pulp, juice and candied peel.

Coffee

Coffee is a small settlers' crop which has declined in importance over the years. The Government is endeavouring to rehabilitate the industry with financial assistance from Colonial Development and Welfare Funds. Under the Coffee Rehabilitation Scheme, a pulper is being constructed. It is also proposed under the scheme to erect a central coffee grading, processing and finishing works. The measures taken for the rehabilitation of the coffee industry include the enactment of the Coffee Industry Regulation Law, 1948, under which a Statutory Board is to be set up to deal with all matters pertaining to the industry.

The bulk of Jamaica's coffee exports goes to the United Kingdom under a contract with the Ministry of Food which expires in 1952.

Tomatoes

The tomato industry has made rapid strides since 1946, as shown by the following table of fresh fruit exports.

Year	Quantity (lb.)	Value £
1946	126,973	1,734
1947	1,208,005	18,385
1948	4,219,493	71,776
1949	8,318,000	173,000

Most of the exports go to the United Kingdom and Canada and a smaller quantity to the United States.

The production of tomato juice and of other tomato products has also increased rapidly. By far the greater portion of tomatoes is grown and marketed co-operatively by Jamaica Vegetables, Limited. That Company operates a packing and processing plant.

Honey

The Department of Commerce and Industries is the marketing agent for the Bee Farmers Association.

PRIMARY INDUSTRIES—DOMESTIC CROPS

The year 1949 was notable for the large volume of agricultural production, there being several crops which surpassed previous production records. Among these were maize and Irish potatoes which are included in the Government Guaranteed Prices Scheme.

Maize

The Department of Commerce and Industries purchased during the year 14,770 tons of maize, of which 5,093 tons were used to manufacture 110,765 bags of meal (each weighing 98 lb.) for local consumption, leaving a surplus of nearly 7,000 tons of maize which was exported mostly to the United Kingdom and smaller quantities to Guatemala and Barbados. The balance of about 2,700 tons of maize was available for domestic consumption. Plans are afoot to extend the Departments' maize milling capacity in order to meet fully the local demand and leave a surplus for export to other Caribbean territories where a demand exists.

Coconuts

The coconut industry is very important in the domestic economy of the island for it supplies the raw material for the manufacture of edible oils and fats, the output of which in 1949 was valued at £1,157,000. The coconut industry has made rapid strides towards the attainment of the pre-1944 hurricane level of production. In this connection the inauguration of a Coconut Hurricane Insurance Scheme in July, 1949, under which free automatic insurance is offered to growers, has had a marked effect on copra deliveries to the Coconut Industry Board.

Stock Feeds

The post-war trend in the rise in imported stock feed prices has been accentuated since devaluation. The Department of Commerce and Industries is therefore increasing the production of feeds which are cheaper than the imported ones. They are made from two basic ingredients—maize, bran and coconut meal—mixed with imported concentrates following formulas worked out by the Department of Agriculture.

Eggs

In 1945 the Department of Commerce and Industries became the marketing agent of the Jamaica Poultry and Farmers' Co-operative, Limited, an organization which is fostering the development of the poultry industry by co-operative effort. With the help of the Lands Department, the Social Welfare Commission, the Department of Agriculture and the Department of Commerce and Industries, the results achieved to date have been impressive, as shown by the following statement of eggs marketed on behalf of the Poultry Farmers' Co-operative.

Year	Eggs (Dozen)
1945 ..	50,736
1946 ..	53,295
1947 ..	61,300
1948 ..	106,831
1949 ..	119,734

Beef Cattle and Dairy Industries

The island is still short of beef cattle and of small stock, but the expansion of the dairy industry has been remarkable. There is no doubt that the operations of the local Condensary have contributed considerably to that expansion. In 1940 the factory made 36,500 cases of condensed milk from 1½ million quarts of fresh milk. From that small beginning there has been a steady progress up to 1949, when the factory's output was no less than 277,000 cases, while their purchases of fresh milk had increased nearly seven fold to 10½ million quarts.

INDUSTRIALIZATION

Industrial development took a long stride forward in 1949. Arrangements have been made for the construction of the cement factory, which is expected to go into production in 1952; and both the textile factory and the plant for the manufacture of citrus concentrates are expected to go into production this year. The substantial incentives provided by the Pioneer Industries (Encouragement) Law have also proven very attractive to other manufacturers. Pioneer concessions have been granted for the manufacture of byprocrete—a new building material—and for building materials made of gypsum; for wire bound boxes for exporting island produce; for cocoa powder and cocoa butter; for laundry blue; and for wooden handles for carpenters' and cultivators' tools. And there are a number of other proposals, some of considerable importance, which are now under consideration. These industries, when established, will do much towards relieving unemployment; some of them will earn dollars and others will assist in making the island independent of imported supplies of essential materials.

As additional aids to industrialization, Government is developing an Industrial Estate, in Western Kingston, on which factories may be sited at moderate rentals, and attempts are being made to secure the services of an industrial scientist of high qualifications to act as Scientific Secretary to the Industrial Development Committee. This officer would be required to demonstrate the value of research in industrial processes, and to consider the technical problems of local industrialists, referring them, if necessary, to consultant organizations

of the highest standing abroad. Thus Government has already achieved substantial results on its policy of encouraging industrialization, a policy which it intends to pursue with the utmost vigour.

TOURIST TRADE

The Tourist Trade in Jamaica has been regarded for many years as an important industry. It is now of even greater importance since, apart from the considerable employment which it affords, both directly and indirectly, it is one of the Island's major sources of dollar income.

Jamaica now ranks as the foremost tourist resort in the British Caribbean area. The factors responsible for the Island's increasing appeal to visitors are its outstanding scenic beauty, equable climate, abundant sunshine throughout the year and other natural features, including mineral springs and excellent sea beaches. About half of the area of the Island lies at an elevation of 1,000 feet and upwards; the highest mountain is the Blue Mountain Peak, with an altitude of 7,402 feet.

The country is well served by roads and it is possible for tourists to take full advantage of the wide range of climatic variations.

Jamaica is within three hours flight by air from Miami, Florida, and is particularly popular with visitors from the United States of America. However, the rapid expansion in air services and the additional opportunities becoming available for travel by sea are resulting in an increase in the number of tourists from other parts of the world, particularly from Canada and the United Kingdom, who share with our American friends the unrivalled tourist attractions available here.

The number of visitors during the calendar year 1949 was approximately 69,000, the highest on record, and represents a substantial increase over the numbers of "short-stay" and "long-stay" visitors during the previous year.

There are a number of excellent hotels situated near the principal beauty spots of the Island and these offer first-class accommodation as well as numerous sporting and recreational facilities.

The present accommodation for visitors in hotels and guest houses is approximately 2,300 guests, but it is hoped that this will be increased in 1950.

The erection of new hotels and the extension of existing hotels are actively encouraged by Government under the Hotels Aid Law, which provides for remission of customs duty on materials and hotel equipment and for the grant of special relief from income tax.

In this connection it is significant that towards the end of 1948, a new hotel with accommodation for 80 guests was opened in Montego Bay and this was followed by the opening in January of this year of another modern and well-equipped hotel on the north side of the Island with accommodation for 160 persons.

The promotion of the Tourist Trade is entrusted to the Tourist Trade Development Board, a statutory body, which is assisted by a Commissioner and staff. Substantial annual grants are made by Government towards the cost of the Board's advertising and publicity services.

The Board maintains a Tourist Information Bureau at 80 Harbour Street, Kingston, and its agencies include:—

United Kingdom:

The West India Committee,
40 Norfolk Street,
London, W.C. 2,
England

Canada:

The Canada-West Indies League,
Sun Life Building,
Dominion Square,
Montreal, R.Q.,
Canada

United States of America:

The Tourist Trade Development Board,
400 Madison Avenue,
New York 17,
New York, U.S.A.

Arthur E. Curtis,
c/o Messrs. Curtis and Associates,
1633/34 dePont Building,
Miami,
Florida, U.S.A.

CO-OPERATIVE SOCIETIES

Instead of three regions for administrative purposes, the Island is now divided into four divisions, namely:—

Eastern, North Central, South Central and Western.

However, in the case of two of these sections the Co-operative Officers have also to carry through duties as District Officers.

In simple co-operative projects 104 working groups by exchange of labour on farming or building operations, were recorded with nearly 4,000 days of work. Some 5,000 members in Savings Unions saved about £1,000.

Simple co-operative organising work is in the hands of the District Officers, the more advanced programme and special projects being entrusted to Co-operative Officers; the main special projects were:— Tomato in South St. Elizabeth, which at the close of March, 1949, showed a record of 4,000 members who had supplied 75,000 lbs. of tomatoes through Jamaica Vegetables Limited.

AGRICULTURAL DEPARTMENT

Activities

The organisation of the Agricultural Services in Jamaica is unusual and proposals aimed at securing better co-ordination of existing services are still under consideration.

The several official, quasi-official and statutory bodies which are concerned with or which administer to the needs of agriculture are as under:—

- Department of Commerce and Industries
- Lands Department
- Forestry Department
- Education Department
- Agricultural Loan Societies Board
- Jamaica Agricultural Society
- 4-H Clubs Central Managing Committee
- Banana Committee
- Banana Industry Insurance Board
- Leaf Spot Control Board
- Sugar Control Board
- Coconut Industry Board
- Central Farm Improvement Authority.

The Department of Agriculture has a considerable volume of work, mainly of an advisory nature in connection with the agricultural work of these several bodies and its direct responsibilities may be grouped under the following heads:—

- (1) Research and Investigations
- (2) Information Services
 - (a) Advisory Work
 - (b) Literature
- (3) Operation of and Services to Agricultural Improvement Schemes.
- (4) Control of Plant and Animal Diseases and Pests
- (5) Agricultural Education
- (6) Public Gardens.

Staff shortages persisted and the very heavy programme of work covered by these heads combined with the additional burden of rapid expansion of capital development strained Departmental resources to the limit.

The accepted policy of centralisation and co-ordination of agricultural research in the West Indies was further implemented during the year. The West Indian Banana Breeding Station adjoining Bodles Agricultural Station was brought into operation and the Department was relieved of its work on the breeding of bananas immune to Panama Disease.

A Plant Pathologist was appointed to undertake the study of the 'Unknown Disease' of coconuts, which has also been accepted as an item of long range research and under scientific direction from the Imperial College of Tropical Agriculture, Trinidad.

Throughout the year the Banana Research Scheme was without a plant pathologist for the study of the aetiology and control of Panama Disease, and work on the subject was maintained and extended by the Department, pending the arrival of the new holder of this office. Similarly while the Coconut Research Scheme was without a plant pathologist, work was carried on by the Department.

Establishment of Agricultural Stations

During the year good progress was made with the establishment of the agricultural stations at Orange River; Grove Place and Bodles, the sub-stations at Irwin and Caenwood and with the remodelling of part of the area of Hope Farm as a sub-station for cattle and poultry work. At the end of the year all construction work—farm buildings, offices, residences, quarters and cottages, water supplies, roads and sub-divisions—was in the final stages. Telephone systems were being

installed; electric power had been obtained for Bodles but the provision of electric power at Orange River, Grove Farm and Irwin awaited action by the Electrical Companies.

Except at Bodles full programmes of work were set in operation at these Agricultural Stations and Sub-stations.

The short term agricultural investigations with which the Department is charged were not confined to the stations; rented lands and laboratories and numerous trials were laid down on properties with the assistance and co-operation of interested farmers. Some 200 items of work are now being pursued and all experiments were classified and indexed during the year. The following paragraphs indicate briefly the work which was undertaken.

Agricultural Chemistry

Work of the Chemistry Division was still badly hampered through lack of accommodation as it was not found possible to complete the reconstruction of the Laboratory which was destroyed by fire in 1946. However, several thousand determinations were made in the analyses of soils, plant materials, water, manures, fertilisers, feeding stuffs, etc.

Agricultural Economics

The land settlement experiments in co-operative farming were continued along previous lines at Lucky Hill and Grove Farm. Detailed plans for the future of these settlements were formulated and are now under consideration.

The report on the economic survey of the tobacco industry which was carried out in 1948 was completed.

Animal Industry

'Commons' and Fodder grass grazing trials were set in operation after a year of preliminary observations and preparations.

A plan was evolved for an attempt on the improvement of beef cattle and, in collaboration with breeders, "nucleus" breeding herds were established on several properties.

Dairy Industry

A review of all cattle breeding work undertaken at Hope Farm since 1910, which was started in 1947 was completed. The objective was to define the policy for the future breeding of Jersey and Holstein cattle in Jamaica. In accordance with the findings a plan for research in the breeding of Jerseys, Zebu-Jerseys and Zebu-Holsteins was initiated, with the objective of evolving strains of tropic hardy dairy cattle.

A study of the factors affecting calving in the Hope herds was also made.

Nutrition studies included the evaluation of food yeast as an ingredient in meals for calves and milch cows.

In collaboration with the Department of Agriculture, St. Kitts, investigations were conducted on the long range shipment of bull semen. Studies on the effect of dyes and chemical agents on the storage properties, livability and potency of bull semen were continued as well as the observation of factors affecting efficiency of artificial insemination of dairy cattle.

Economic Entomology

Routine identification of pests was continued and four pests new to Jamaica were recorded and investigated. New insecticides were tested and reported upon and the application of the results obtained from investigations in biological control received special attention.

Field Crops

Several promising new strains of food crops were introduced and with the establishment of the new agricultural stations it was possible to start the multiplication of genetic stocks for future trials. Maize and Rice cultural trials were conducted.

Promising strains of Kenaf, Roselle and Jute were imported for multiplication and testing. Special attention was given to Mauritius Hemp and to a similar local plant, *Furcraea cubensis*.

Of the oil seed crops the possibilities of Linseed, Peanut, Sesame, Rape, Safflower and Sunflower as economic crops for Jamaica were investigated.

Work on the fertiliser requirements of Irish Potatoes in different parts of the potato growing areas was continued and the question of the most suitable varieties is being investigated. Twelve varieties from the United Kingdom, Ireland and Canada were imported for critical observations over a period of several seasons. Damage to the 1949 Irish Potato crop by the eelworm, *Heterodera Marioni*, gave rise to concern. A survey of the incidence of the disease and the range of alternate hosts was made and experimental work on control was initiated.

Apart from the establishment of museum collections of varieties, work on yams was confined to one fertiliser trial and on cassava, to a variety trial.

Sugar cane investigations are now undertaken by the Research Department of the Sugar Manufacturers' Association but the Department continued to collaborate in work concerned with the introduction of new varieties and with the mycological and entomological aspects of work with this crop.

Forage Crops and Pastures

Observations on fodder grasses and legumes were continued and the Prussic Acid content of Black Millet, a promising fodder grass was analysed at different stages in the growth of the grass.

The preliminary survey of the yields, composition and fertiliser responses of fodder grasses in different parts of the Island were continued and new plots were added. Investigations on the responses of Napier and Guinea grass to nitrogenous fertilisers under different sets of conditions and on the effect of environment on the yields and composition of Napier grass were concluded, while those on the seasonal variation in yields of several fodder grasses were continued for a third cycle. Work on the evaluation of fourteen pasture grasses and six legumes was continued, and a survey was made of the insects attacking these grasses. The testing of fifteen varieties of grasses for production, persistency and nutritive composition, under a system of nitrogenous manuring, was also continued. Work was initiated on the experimental establishment of ley pastures, and the reconditioning of permanent pasture lands, including chemical control of weeds and response to fertilisers.

Plant Pathology

Several minor diseases were investigated and particularly certain aspects of tomato diseases. Seven diseases new to Jamaica were recorded. Work on the herbarium which now includes over 500 specimens was continued.

Poultry Industry

Poultry investigations did not advance much beyond the preliminary stages and the operation of a full programme awaits completion of the central unit at Hope Sub-station. Observations on different breeds

under different systems of management, a survey of poultry diseases and preliminary cross breeding work were continued. A trial to determine the value of food yeast as an article of poultry diet was completed and work was initiated on the evaluation of local materials as ingredients in poultry feeds.

Soils and Fertilisers

Observations on various methods of soil conservation were maintained. Investigations on the maintenance of soil fertility with particular reference to the use of organic manures and inorganic fertilisers were modified. Some work was discontinued and plans for extension of the work in other directions were made.

Cultivated Trees, Shrubs and Vines

With limited resources and an ever increasing demand for investigation of problems associated with the major economic crops, most of the work on such crops as avocado, furniture bamboos, cashew, mango, pineapple, grapes, peaches and other miscellaneous fruits had to be restricted to observation records but a mango stock-scion trial was continued and selection work on cashew was initiated.

The testing for immunity to Panama Disease of the new strains of banana produced at the Banana Breeding Station continued to be a function of the Department. All critical variety trials were terminated and replaced by plots at selected centres, where good growing conditions were assured and where observation could be combined with multiplication and fruit production. A series of storage trials at 53° F. and another series at 58° F. were conducted in collaboration with officers of the Department of Commerce and Industries. Following ripening a panel of judges reported on the qualities of the fruit.

Studies of propagation for rapid multiplication were maintained and intensified, both in the field and the laboratory and mainly on the Lacatan variety. Experiments were commenced to determine the effect of sucker size on fruit production and also the effect on fruit production of sucker removal.

A spacing trial with the Lacatan variety was terminated after obtaining very useful information and a series of similar trials were laid out on properties to test the findings under different conditions of soil, rainfall, altitude and irrigation. In conjunction with these spacing trials a further series of trials to determine the fertiliser responses of the Lacatan variety using the knowledge which had been obtained in previous experiments was also inaugurated and provision was made for observations on the interaction of lime, farmyard manure and inorganic fertilisers.

Other work on banana which is being pursued is the differentiation of the Lacatan and Robusta varieties in different ecological zones.

The pot infection experiments and field trials on the observations on the effect of environment and nutrition on the incidence of Panama Disease which were inaugurated by Dr. S. D. Garrett, Plant Pathologist of the Banana Research Scheme in 1948 were maintained by the Department.

Work on cocoa included the introduction of a new highly promising Trinidad variety from St. Vincent, propagation studies and the planting up of a variety-spacing trial.

Propagation studies of citrus included rootstock and height of budding trials. Various management trials which included cultivation, soil treatments, mulching, fertilising, scab control, epiphyte control, folding poultry and control of pre-harvest fruit drop were continued and the investigations amplified.

Work on the cultivation and manuring of young coconuts, the correction of debility of standing palms and the determination of optimum spacing in coastal areas was maintained and detailed observations were extended to leaf growth, female flower formation and fruit setting. Investigations on 'Silver Leaf Disease' were continued.

All work in connection with the aetiology of 'Unknown Disease' of Coconuts was handed over to the Plant Pathologist of the Coconut Research Scheme. A laboratory was established in the heart of the diseased area and investigations on the cause of the disease and factors influencing its development were energetically pursued.

Experiments on the optimum nursery treatments for coffee seedlings for distribution were satisfactorily concluded. An establishment and management trial was maintained and selection work was commenced.

Investigations on the economic possibilities of the production of Geranium and Peppermint oils in Jamaica were initiated. A new strain of mint was introduced from the United States of America.

Vegetables

Multiplication of improved strains which had been imported was continued but the main work on vegetables concerned tomatoes. A series of fertiliser and manurial trials were started in the tomato growing areas of St. Elizabeth in collaboration with Jamaica Vegetables Ltd. and investigations were extended to include the effect of fertilisers on grass to be used to mulch the tomato fields. Investigations to determine optimum nursery and spraying practices were also commenced.

Veterinary Science

Tickicide trials to assess the newer control agents were concluded. The survey of the blood chemistry of cattle was continued as opportunity permitted and over 1,500 samples were analysed. Work on the mineral needs of cattle and goats was extended.

An up-to-date host-parasite list for Jamaica was compiled. Further information was obtained for the survey of diseases of animals transmissible to man in the West Indies and the survey to determine the incidence of Bepptospirosis in dogs, cats and other animals.

Investigations on the cause of 'Manchester Wasting Disease' and its possible control and on the control of Anaplasmosis were continued.

INFORMATION SERVICES

(a) Advisory Work

The technical staff of the Department continued to be responsible for advising estate managements and the larger farmers as well as the Jamaica Agricultural Society. Ever increasing demands were made by the planting community and much of the advice given was applied with gratifying results.

In addition to advisory visits to properties, officers of the Department were called upon for many lectures and demonstrations. Particular reference in this connection may be made to monthly conferences held in the Divisions with the field staff of the Agricultural Society, to two refresher courses, one for elementary school teachers and the other for old boys of the Jamaica School of Agriculture and to meetings of primary producers organisations.

Advisory services to other Departments of Government included the assessing of the agricultural possibilities of properties proposed for acquisition for land settlement, the progress of development of lands being rehabilitated with certain crops with loan assistance, purchase of

cattle with loan assistance, the care and maintenance of livestock, the development of the farm lands of Practical Training Centres and Prisons, livestock rations, analyses of feed materials and estimates of crops.

During the latter part of the year the Agricultural Statistician was heavily engaged with the Central Bureau of Statistics, the Jamaica Agricultural Society and other bodies in organising a sample survey of agriculture to be undertaken in 1950.

(b) *Literature*

The publication of Extension Circulars commenced by the Department in 1947, figured prominently in the year's work and this series is proving useful and popular. Eleven circulars were published and ten were in the press at the end of the year. Many popular articles were also published in the local press and in the Journal of the Jamaica Agricultural Society.

In the Department's Bulletin Series in which are published accounts of investigations, two were printed and eight were in the press at the end of the year. Several articles were published in overseas Technical Journals.

167 volumes were added to the Library. 5,207 publications were received and 100 volumes were bound. Publications borrowed from the Library by members of the public totalled 583.

OPERATION OF AND SERVICES TO AGRICULTURAL IMPROVEMENT SCHEMES

In February, 1949 funds were provided for the production of planting material of improved varieties of Cacao. Nurseries were established at five centres with the aim of producing 150,000 plants per annum as a minimum by 1951. By the end of the year rooted cuttings and buddings of six Trinidad and three local selections were being produced at six centres.

In connection with the Citrus Expansion Scheme the Department maintained seven nurseries for the production of budded plants of the required varieties. Nurseries were increased to permit of a distribution of at least 200,000 plants per annum.

The Coffee Rehabilitation Scheme was continued. Nurseries were operated at four centres and distribution was well in advance of the planned 100,000 selected seedlings per annum. The coffee officer became actively associated with the construction of the central pulper and with the co-operative processing and marketing of coffee by small growers.

The subsidy scheme for the multiplication of pedigree seed of food crops was terminated early in the year as growers did not respond to the provisions of this scheme.

The several livestock schemes for the lending of improved sires were continued in collaboration with the Jamaica Livestock Association. Forty-four livestock improve-centres with bulls, bucks, boars and jacks standing for free service to the animals of small holders were maintained and were all patronised.

After five years of operation 201 farmers have received help under the Revolving Herd Scheme. By the end of the year 174 heifers had been distributed and 27 heifers had been redeemed for introduction into the cycle.

The Artificial Insemination Service operated from Hope Agricultural Station was continued and a new field of operations based on Montego Bay was opened. Shipments of bull semen were made to the Department of Agriculture, St. Kitts.

A Dairy Herd Improvement Scheme was introduced late in the year. The object of the pilot scheme is to secure the co-operation of ten selected farmers to progeny test highly selected bulls, record milk and butterfat production and to promote selective registration of pedigree dairy cattle.

A scheme for the registration of pedigree Indian cattle operated on similar lines to the American Brahmin Breeders Association was launched during the year, with officers of the Department lending full assistance to the Livestock Association. The work of appraising Indian herds was well advanced by the end of the year.

The Soil Conservation and Mixed Farming Demonstration Scheme which was originally devised as an introduction to the much more extensive Farm Improvement Scheme was terminated at the end of the year. No new work will be approved but expenditure on approved items will be permitted until 31st March, 1950.

The Farm Improvement Scheme was completely revised during the year the emphasis on the basis of operations being changed from the application of lime and phosphate to soil conservation and incentive payments being increased. During the year 136 farmers were assisted and subsidies amounted to some £2,000.

The Minor Irrigation Scheme was implemented to the extent of approving of five applications for assistance. A scheme for the irrigation of 5,000 acres in mid-Clarendon reached a stage where wells had been sunk, the area to be operated had been defined and the course of the main canal had been defined.

Under the Agricultural Implements Scheme, thirteen tractors with suitable accessory equipment were placed with contractors at widely scattered points in the Island. All legal arrangements were satisfactorily completed and under agreement contractors remit 20% of their gross earnings towards the cost of tractors and equipment.

Nurseries were maintained at agricultural stations for the distribution principally of improved varieties of Avocado and Mango and fodder grasses and legumes. Demands for the latter exceeded available supplies and production was intensified.

The Department was actively associated with the All Island Banana Growers Association in the rapid expansion of the Lacatan banana industry and apart from the advisory work and programme of investigations on this crop a ten-acre nursery was maintained for the distribution of suckers.

The Department was not actively engaged on any phase of the tobacco industry during the year but kept in touch with the excellent progress being achieved by the Tobacco Leaf Development Co. (Jamaica), Ltd.

In connection with the Bee Industry the Department continued to be responsible for the registration of apiaries. Surveys of apiaries to check on the incidence of Fowl Brood and other diseases were made and an officer of the Entomological Division was detailed for inspection and advisory duties.

Italian queen bees were imported and for the first time the Department bred improved queens for distribution. 131 queens had been distributed by the end of the year and 40 queens were utilised in requeening Departmental apiaries.

CONTROL OF PLANT AND ANIMAL DISEASES AND PESTS

With increased shipping and air transport facilities greater demands were made on the Plant Inspection Service, operated by the Entomological Division of the Department. The number of packages of planting

material imported rose from 6,479 in 1948 to 13,560 in 1949. The number of health certificates issued in respect of planting material leaving the Island was also more than doubled.

Early attention was given to reported outbreaks of plant diseases and pests and effective action taken. Advisory work was followed by surveys. Efforts to popularise knowledge among the members of the farming community were continued and new insecticides were studied as the basis for reliable advice. Biological control of insects continued to figure largely on the programme of Entomological work and the breeding and distribution of useful insects was intensified.

Working relations were maintained with the members of the Banana Leaf Spot Control organisation, principally through the Plant Pathologist who also supervised the control of the spread of the Unknown Disease of Coconuts by the felling and burning of diseased palms in the Western parishes.

The prevention, control and eradication of contagious and infectious diseases of livestock remained the first care of the Veterinary Division. The control of imports of animals and animal products is an important line of defence and here again the improved transport facilities resulted in heavier demands for port and airport inspections.

An outbreak of laryngotracheitis in fowls, a disease new to Jamaica, was discovered, legislation enacted immediately and the affected flock destroyed.

Vaccine distribution and vaccination campaigns were again important activities and more especially in connection with Blackleg, Brucellosis, Tetanus, Anthrax, Swine Fever, Fowl Pox, Fowl Cholera. Much attention was given to the eradication of tuberculosis from dairy herds. Incidence of the disease fortunately remains low. Advisory services in connection with dipping and spraying livestock for tick control were maintained.

AGRICULTURAL EDUCATION

The staff of the Jamaica School of Agriculture was maintained at full strength but several changes in the personnel unfortunately had to be made. The demand for admission to the school both local and from overseas again exceeded to a considerable extent the accommodation available and financial considerations precluded any expansion.

The number of students in the school at the end of the year was 68 of whom 39 were in receipt of financial assistance through scholarships. Twenty-two students graduated in July, 1949.

PUBLIC GARDENS

Public Gardens at Hope, Castleton, Cinchona and Bath and King's House Gardens were maintained in good condition throughout the year. New fencing was erected at Victoria Park in Kingston and a start was made with the resuscitation of the Gardens there. The beautification of Fern Gully in St. Ann was added to the duties of the Superintendent of Public Gardens.

Hope Gardens was extended by the inclusion of five acres previously forming part of Hope Agricultural Station.

The Public Gardens continued to prove a great attraction for visitors both local and overseas. Despite a policy aimed at encouraging private nurserymen the demands for planting material of ornamentals continued at a high level and 96,312 plants, including shipments to Bermuda and Haiti, yielding a revenue of £1,890 14s. 2d., were distributed.

FORESTRY

The main activities of the Forestry Department continued to be concentrated on the Afforestation Programme under the Colonial Development and Welfare Scheme No. D 121. A further 625 acres were planted during the year bringing the total acreage under plantation up to 4,262 acres. The year under review was extremely favourable from the weather point of view, and the 625 acres referred to at present show a 100% success. Of the total acreage planted it could safely be stated that 90% is successfully established.

During the year, owing to a period of drought experienced in the early part of the year, nursery stock was affected by a delay in the growth of the seedlings, and with the great demand for the plants in the previous year, the old stock was depleted. The distribution to the public this year was mainly plants ordered and purchased e.g., private property owners and individuals. The number distributed was 183,000, less than 50% of the previous year. It will be possible again to supply the public with plants in the coming year, the nursery stock has since matured due to the rainy season experienced in the latter part of the year.

Exploitation of Forest Reserves for timber was on the same scale as in the previous year, but there are indications that timber contractors are reaching the limits of accessibility.

A further 2,005 acres were added to the Forest Reserves during the year, bringing the total acreage up to 240,727 acres. Negotiations have been entered into for a further 7,000 acres, mainly on land unsuitable for agriculture.

The work of the Research Branch continues. A whole series of experiments mainly dealing with Planting Technique, choice of suitable species and Soil Erosion problems have been laid down. Naturally most of these are long-term experiments and it is far too early to comment on results or possibilities of results. Experiments with local timbers are still very much in the embryo stage, mainly due to lack of co-operation on the part of our various Timber Licence holders. Collection of Timber specimen in collaboration with Hope Laboratory and the Institute's Museum is proceeding.

Fisheries Division

Arising out of the visit of Dr. C. F. Hickling, Fisheries Adviser to the Secretary of State for the Colonies, a Fisheries Division of the Forest Department was created towards the end of the year. A Fisheries Officer was appointed on the 16th of December, 1949.

The proposed scope of activities of this new sub-department contemplate the following:—

- (i) improved methods of deep-sea fishing;
- (ii) the formation of Fishermen's Co-operative Societies in collaboration with the Jamaica Social Welfare Commission;
- (iii) encouragement of commercial fishing enterprises to work the Morant and Pedro banks;
- (iv) examination of the possibility of new fish food industries; and
- (v) the development of Fish Culture as an Agricultural side-line.

LAND ADMINISTRATION

The following paragraphs give a brief account of the principal activities of the Lands Department for the year 1949. The scope of these activities include:—

- (i) The Administration of the Land Settlement programme.
- (ii) The Administration of Crown Lands and all Government property owned in the Island.
- (iii) The Valuation and Acquisition of property required by Government for public purposes.
- (iv) The Settlement of Ex-Soldiers, World War I.
- (v) The Settlement of Ex-Servicemen, World War II.
- (vi) The Control and Disposal of holdings forfeited for Non-payment of Taxes.
- (vii) The Administration of Twickenham Park Agricultural Centre.
- (viii) The Custody of Documents relating to Government property.

The Administrative Staff now consists of a Commissioner of Lands, a Deputy, two Assistants, two Senior Lands Officers, an Accountant and seven District Lands Officers. For purposes of effective field supervision the Island is divided into five zones, each of which is under the direct control of a District Lands Officer.

ADMINISTRATION OF THE LAND SETTLEMENT PROGRAMME

The major function of the Department constitutes the Administration of the land settlement programme, which involves the following operations:—

- (i) Inspection and valuation of properties recommended for acquisition.
- (ii) Negotiations and Acquisition of properties.
- (iii) Location and construction of roads for sub-division of lands to settlers.
- (iv) Sub-division and allotment of lands to settlers.
- (v) General advice to settlers including agricultural instructions during the initial period.
- (vi) Collection of instalments for payment of land.

The property of White Hall was acquired during the year and arrangements are proceeding for its sub-division together with others acquired in 1948.

A further 1,700 acres, comprising Glasgow in Hanover, and Camp Savannah in Westmoreland are in the process of acquisition.

The Department has now acquired 136 properties exclusive of Ex-Soldier settlements.

Development, maintenance and improvement of existing land settlements progressed according to the programme laid down. Roads, water supplies and buildings were given particular attention and development of these was effected within the limits of available funds. At the end of December, 1949, the total area acquired and total area allotted were 145,513 acres and 96,351 acres, respectively.

During the year 1,310 acres were allotted to settlers and since the inception of the scheme 20,037 allotments have been made, varying from 3 to 50 acres, these being the minimum and maximum allotments allowed. At the end of December, 1949, the records showed 3,272 titles issued for 15,129 acres for £117,249.

Agricultural development continues to make progress. Special attention is being directed to soil conservation, animal husbandry and the establishing of permanent crops. A scheme for introducing and establishing the Lacatan banana on selected settlement has been formulated. Several nurseries for the propagation of this banana are being operated on a number of settlers' holdings, in collaboration with the All-Island Banana Growers Association, and there are large nurseries at the Department's Agricultural Centre at Twickenham Park. Settlers' needs will be largely met from these nurseries.

There was a noticeable increase of milch cows and fowls on settlements during the year. This has been largely the result of organised co-operative marketing. During the year, 623,818 quarts of milk were sold to the Condensery and 22,951 dozen eggs were marketed through the Jamaica Poultry Co-operative. These sales realized for settlers an income of £16,897.

The revenue and expenditure from Land Settlement fund operations were £51,695 and £394,094, respectively. Collections from settlers were comparatively good.

The new Land Settlement Rules and Conditions of Sale, embodying decisions with respect to the extended period of 25 years for payment of land, were recently approved, and the necessary machinery is in operation to put these into effect at an early date.

ADMINISTRATION OF CROWN LANDS AND GOVERNMENT PROPERTY

The sale of Crown Lands to settlers has been restricted as in the past. Only lands available through forfeitures are now being sold. The following table gives particulars of such sales as at 31.12.49.

	No. of Lots	Acreage	Purchase Price
Sales to 31.12.48	561	4368	£9,124
New Sales	183	939	2,588
	744	5,307	£11,712
Less forfeitures, cancellations, and paid up accounts	175	604	1,909
Total	569	4,703	9,803
Titles issued	79	605	1,780

The administration of all lands belonging to the Crown proceeded normally throughout the year. At the end of the period under review there were 195 leases of urban lands and buildings in operation, showing an annual income of £6,239. The amount collected during the year was £5,666.

There are over 5,000 agricultural tenants occupying approximately 5,900 acres of land. There was a demand during the year for release of additional lands. This, however, could not be satisfied due to the limited areas available.

VALUATION AND ACQUISITION OF PROPERTY REQUIRED BY GOVERNMENT FOR PUBLIC PURPOSES

During the period under review approximately 4,913 acres of land were acquired for forestry and other public purposes such as for schools, tank sites, etc.

The area classified as Crown Lands is now 266,913 acres, of which 234,844 acres are gazetted as forest reserve.

During the year there were many inspections, valuations and acquisitions, and the following table shows the position with respect to acquisitions for the period:—

	No. of Premises	Acreage	Valuation
Acquisitions completed	21	2,220 acres approx.	£ 11,239
Acquisitions in process	46	4,609 acres approx.	£336,907

SETTLEMENT OF EX-SOLDIERS WORLD WAR I.

The administration of the scheme for the settlement of Ex-Soldiers proceeded normally during the year. The records show that 1,095 titles had been issued since the inception of the scheme, 5 having been issued for 23 acres for the period under review.

SETTLEMENT OF EX-SERVICEMEN WORLD WAR II.

During the year 61 persons were settled on 507 acres of land at a cost of £11,347.

The total number of ex-service personnel now settled by this Department since the commencement of the scheme in 1945 is 1,328. These occupy 9,573 acres of land and the total cost to date of all acquisitions and land settlement grants is approximately £312,000. There are remaining to be settled 622 persons and the number of holdings already in the process of acquisition are 151.

The majority of settlers are settled on isolated holdings. These acquisitions constituted the most difficult phase of the work of re-settlement, as in most cases the vendors were not in possession of registered titles, and this considerably delayed allotments.

CONTROL AND DISPOSAL OF HOLDINGS FORFEITED FOR NON-PAYMENT OF TAXES

This Department continued its prosecution of suits under the Quit Rents Law, in respect of cases reported by the Collector General prior to 1935. There are 1,861 holdings involved totalling 5,188 acres. Progressive efforts are being made to have the suits brought to finality.

ADMINISTRATION OF TWICKENHAM PARK

Twickenham Park is the only remaining Agricultural Centre under the administration of the Lands Department. The normal work of training and demonstration provided by this centre was carried out on lines as previously laid down. The centre maintained, as in the past, a source of speedy and affective preparation of lands for a number of the St. Catherine farmers of the small and middle sized classes. Approximately 746 acres for 82 farmers were prepared for planting during the year. In addition large quantities of seeds and planting material were made available to the general public and land settlements.

Lacatan banana nurseries covering 60 acres have been established. Distribution of suckers from these nurseries is effected through the All-Island Banana Growers Association. Other operations of the Centre include the care of experimental fish ponds and experimental plots for the Department of Agriculture and Science.

Numerous visits by interested persons were paid to the centre during the year, and there were training days for groups from 4-H Clubs and poultry co-operatives.

The average number of farm hands employed per week during the period averaged 350.

Crop production continues to be satisfactory and the following table shows the principal sources of production and revenue during the year.

<u>Crop or Source of Revenue</u>	<u>Production</u>	<u>Revenue</u>
Canes	5,413 tons	£8,701
Rice	40,844 lb.	£2,523
Eggs	12,607 doz.	£1,793
Milk	33,529 qts.	£662
Lacatan Banana Suckers	72,473 suckers	£524
	Total	£14,303

CUSTODY OF DOCUMENTS RELATING TO GOVERNMENT PROPERTY

The number of documents in the custody of this Department was substantially increased during the period as a result of a large number of acquisitions and leases.

GENERAL

Satisfactory progress continues to be made in the development of land settlements, for which the Department is mainly responsible.

Experiments in simple lease-hold have been planned for three settlements—Garredu and Braco in Trelawny, and Vineyard in St. Elizabeth; positive action has already been taken with respect to the former two.

Co-operative and social welfare activities controlled by this Department progressed steadily. Useful work was accomplished during the year, particularly with respect to co-operative marketing.

Close contact was maintained with the several Government Departments which are in some way or another connected with certain phases of the work of the Department.

There were several transfers and promotions among the various categories of the staff and the services of a number of junior officers of the clerical staff were lost through promotion to other Departments.

The local Whitley Council continued to function in a satisfactory manner, and the Departmental Staff Board was of considerable service in advising on appointments and promotions.

In the setting up of the Geological Department which began to function towards the end of the year, this Department was responsible for making all arrangements for accommodation, clerical staffing, etc.

The Commissioner of Lands continued to act as Commissioner of Mines.

CHAPTER 7—SOCIAL SERVICES

EDUCATION

Jamaica possesses ten Endowed Schools of the Grammar School type whose origins go back to the eighteenth century. Founded in pre-Emancipation days, they have been adapted to the needs of the times and are still rendering excellent service today. Early attempts to provide for primary education were due to various religious bodies to whose missionary zeal Jamaica owes so much. For a short time after Emancipation, Education was assisted by grants from the Imperial Government which have been renewed some hundred years later under the Colonial Development and Welfare Acts. During the intervening century, Education has been entirely dependent on funds voted by the local government and on the contributions both in money and in services by the churches.

These combined resources have proved quite inadequate to meet the needs of an ever-growing population and to keep pace with the general advances in educational systems.

Within the last decade, however, there has been a heavy increase in the expenditure on Education, and in recent years local resources have been supplemented to a considerable extent by grants from the British Treasury. Between the years 1939-40 and 1948-49, the total annual expenditure on Education has risen from £366,000 to £1,346,000. While this increase is impressive, the funds available are still quite inadequate to provide for the normal educational needs of 376,000 children between the ages of four and fifteen as well as for the more specialised forms of Education which are an urgent necessity.

For children below the normal school age of seven, provision is made in 29 infant Schools and Departments. Financial assistance is also given from local funds to a growing number of Infant Centres, and one urban and two rural Centres are in operation under a Colonial Development and Welfare Scheme, while a third rural Centre is almost completed. Inadequate though this provision for young children is, the present policy is to give priority to efforts to meet the needs of children of normal school age.

Out of 269,000 children between the ages of seven and fifteen, 190,500 are enrolled in the Primary Schools of which there are now 678, but there are numerous private schools throughout the island. Of the grant-aided primary schools, some 70% are owned by the various churches, but several of these have recently been taken over by Government.

Attendance is not compulsory except in the towns and for various reasons including economic conditions and lack of accommodation is not strictly enforced anywhere.

There still remain seven schools destroyed in the hurricane of 1944 that have not been replaced; two of these are now being rebuilt and the remaining five, it is hoped, will be constructed next year. The long delay in the replacement of these schools has been due to the difficulty in acquiring sites more suitable than those on which the buildings were originally erected. The Building Programme for the current year provided £252,870 for the erection of Government and leased Schools from Colonial Development and Welfare funds, while another £16,000 was provided from local funds for the erection of denominational schools. £5,000 was also provided from local funds for the erection of supplementary classrooms designed to relieve congestion in overcrowded schools. During the calendar year ending on the 31st of December, 1949, 24 Government and Leased Schools, 7 Denominational Schools and 19 Supplementary Classrooms were completed, providing 5,555

places in Government and Leased Schools and 2,415 places in Denominational Schools. Of these 4,248 were new places. Under construction at present are sixteen Government and Leased Schools and three Denominational Schools. Six Government Schools will be commenced within the next month, while plans and estimates are being prepared for another eight. Since the intensive building of Elementary Schools commenced in 1945, there has been built a total of 59 Government and Leased Schools, 35 Denominational Schools and 57 Supplementary Classrooms, providing a total of 24,686 places, of which 11,212 are replacements of condemned places while 13,474 are new provision. The ever increasing child population has made it more urgent to provide new places, if possible, at an increased rate.

The Colonial Development and Welfare Scheme, under which a provision of £50,000 was made for 5 years for free reading and arithmetic books, slates, exercise books and other school materials, expired on the 31st March, 1948. These free supplies were continued from local funds until the 16th of May, 1949, when a new Scheme was approved providing for the provision, jointly from Colonial Development and Welfare and local funds, of £10,000 per annum for a further 5 years.

Great efforts have been made to improve the agricultural teaching in schools by increasing the size of their gardens and, in many cases, these are now able to make substantial contributions to the school lunches. In this connection, school canteens have been introduced in about 300 schools, while, in Kingston, lunches are provided from a central kitchen. Owing to drought conditions, it was necessary to provide emergency school meals in many areas. In order to improve the protein content of the meals, Food Yeast has been added to the dietary at the rate of 5 ozs. per week per child.

Facilities for practical work have been greatly expanded within the past two years. Thirty-five manual training centres for boys are now in operation, and twenty domestic science centres for girls. All girls are taught sewing, and in most schools considerable attention is paid to craftwork, the quality of which is improving.

A film library is maintained by the Central Film Organisation, a co-operative organisation supported by various Government Departments and the British Council. Cinema and Films Strip projectors, as well as films, may be obtained from the Central Film Organisation on loan for short periods. Cinema Films and Film Strips are used regularly in a few Primary and Post Primary schools as a result of the initiative of individual teachers, and experiments are being conducted in the use of 'daylight' screens in rooms with subdued lighting during regular school hours. Films are shown in rural areas by mobile units operated by the Jamaica Social Welfare Commission. Regular programmes of instructional and diversional films are shown to adult groups and to pupils in schools.

Physical training has of late received a great deal of attention and modern methods have been introduced. It is now possible to supply some of the schools with the necessary games equipment.

Apart from private schools, there are now 26 grant-aided Secondary Schools, of which 10 are Trust Schools, two Government and 12 founded by religious bodies. Attendance at these schools continues to increase the enrolment of 5,581 for the year showing an increase of 7.9% over the previous year. This figure includes 852 scholarship or exhibition holders. Some of these schools offer boarding facilities. The larger schools give instruction up to and including the Cambridge Higher School Certificate syllabus.

An enquiry into Secondary Education in Jamaica by a Committee headed by Dr. Kandel resulted in a report which suggested a complete reorganisation of Post Primary Education. This was followed up by a Committee which worked out these recommendations in detail and in 1946 put forward a "Plan for Post Primary Education in Jamaica". This Plan is under consideration by Government but, in anticipation of its acceptance, financial provision for giving effect to its recommendations has been included in the draft Ten Year Plan. A new Education Bill has been drafted.

In order to provide an alternative to academic education for the Post-Primary group and to encourage Rural Vocational Education, Practical Training Centres have been established in the course of the last ten years. They are now four in number, three for boys and one for girls, conveniently distributed throughout the island. The Boys' Centres concentrate on Agriculture but also give preliminary training in various trades. Facilities are provided for further training by means of agricultural apprenticeship and trade scholarships. The Girls' Centre is primarily devoted to home-making in its broad sense and includes in its teaching Home Economics, Dressmaking and Dairying.

Owing to the desire to encourage farming as an occupation on the one hand and the need to introduce a more skilled type of farmer on the other, the scheme has been broadened to include several Young Farmers' Settlements. These are now in an advanced stage of development and, despite some setbacks, most of the lads are doing well and in a number of cases have built their own homes.

Technical Education is handicapped by the fact that the demand for it has altogether outrun the capacity of the present buildings. Every year shows an increase in the enrollment both in Day and Evening Classes. Plans have been prepared for a new and much larger range of buildings on a new site when a suitable one can be procured. Meanwhile, the school, in the heart of Kingston, provides the urban youth with courses in Engineering, Building Construction, Domestic Science, Commercial Work and Dressmaking. It also provides a Centre for the instruction of children from the Elementary Schools of the city in Woodwork and Domestic Science.

The University College of the West Indies, situated about 5 miles from Kingston, admitted its first medical students in October, 1948, Science students were admitted in 1949, and a reasonable variety of courses for Arts students will be available in October, 1950. Students are prepared for the degree examinations of London University. A limited number of scholarships are offered by the University College authorities for competition by students from the British West Indian territories, and the Jamaica Government finances a few exhibitions for Jamaican students. The Extra-Mural Department provides a variety of lectures and classes which have met with an eager response in most parts of the island.

HEALTH

If a diminution in the general death rate is indicative of improvement in health, it can be stated that the health status of the population of this country reached its highest level during 1949. The death rate was 12.19 as against 13.25 in 1948 which was the lowest on record. While it would be foolhardy to state categorically that reporting of deaths is complete, the indications are that it was more complete in 1949 than in former years.

Vital Statistics:

There was a natural increase of 27,125 in the population during the year (excess of births over deaths). Births numbered 43,875 as against 41,742 in 1948. The birth rate remains comparatively high—31.93 per 1,000 population and shows no significant difference over the past 3 years—(30.92 in 1948; 32.59 in 1947 and 30.76 in 1946). A high birth rate (34.6) was recorded for the parishes of Kingston and St. Andrew. This fact is undoubtedly due to the availability of the Victoria Jubilee Hospital with its 137 maternity beds which were never empty.

No such circumstances, however, can explain the 34.3 rate in the parish of Trelawny. This parish has the record of a low death rate (10.5), a relatively low infant mortality rate (67.1) and a comparatively low incidence of infectious diseases, so that in the absence of any one factor that would attract a large number of expectant mothers to the parish the unusually high birth rate must be due to the natural uninhibited fecundity of a largely rural population.

Deaths:

The total number of registered deaths for the Island was 16,750 for the year, (17,889 in 1948). The death rate was 12.19, (13.25 in 1948).

Infant Deaths:

Deaths of infants under one year of age numbered 3,521 (3,619 in 1948), making an infant mortality rate of 80.25 per 1,000 live births; while this figure shows some decrease it is much above that in countries where public health work has been organised over a period of years. The figure, however, compares very favourably with that in other tropical countries.

Health Centres:

The Dewar Health Centre was completed during the year and was formally opened by Lord Listowel on the 8th of October, 1949. It is equipped with 4 beds for the temporary care of patients and it has a Public Health Nurse in residence. The construction of a Health Centre at Mavis Bank in St. Andrew was started and should be completed shortly.

Two Health Centres were opened on sugar estates by the Sugar Industry Labour Welfare Board. While these Health Centres on the sugar estates are not financed by Government, there is no doubt but that the Medical Department will take a great part in formulating their policy and planning their organisation. The ultimate objective of the Sugar Industry Labour Welfare Board is that there should be a Health Centre for each estate or group of estates in proximity to each other.

Health Education:

The Bureau of Health Education, Colonial Development and Welfare Scheme D 485, continued to operate with its skeleton staff. The cinema was used extensively wherever a public supply of electricity was available. Without a generating unit, however, this facility could not be extended to remote areas where the need for this medium of health education remained greatest. Motion picture films were shown to approximately 14,842 persons at 87 shows. 203,353 pieces of printed materials and 12,357 posters were distributed. Two health exhibitions were held during the year at which there were approximately 950 persons.

Pulmonary Tuberculosis:

While the number of cases of pulmonary tuberculosis reported was lower than in recent years, it still held first place among notifiable diseases. 1,057 cases were notified during 1949, as against 1,248 in 1948 and 1,404, in 1947. The intensified case finding campaign of 1947 and 1948 had its back-firing when the treatment facilities available were found to be hopelessly inadequate to cope with the number of cases seeking treatment. While beds for isolation of cases remained at its known low level, persons suspecting themselves of suffering from the disease were apparently unwilling to declare themselves only to be told that there were no facilities for their care and that nothing could be done for them.

George V Memorial Sanatorium:

The Sanatorium remained the main bulwark in the institutional treatment of chest diseases for the whole Island. Its 220 beds were fully utilised and admissions had to be diagnostically highly selective. There were 162 admissions to the wards and 27 to the private rooms. Only 125 of those admitted to the wards and 20 of the private patients were suffering from pulmonary tuberculosis. It is not always realised that this sanatorium does not only care for persons suffering from pulmonary tuberculosis but that patients are admitted who are suffering from a variety of chest conditions that are non-tuberculous in origin.

There was a more than 100% increase in the amount of clinical work done in this institution during the year as a result of the addition of one full-time Medical Officer to the staff. The clinical procedures numbered 2,134 as against 984 in 1948. 315 surgical operations were performed as against 218 in the previous year.

Typhoid Fever:

The incidence of this disease reached a low level after a five-year period during which it had risen to an unprecedented height as a result of island-wide destruction of sanitary conveniences by the 1944 hurricane. In 1949 the case rate was 0.5 per 1,000 population. 630 cases were notified during the year as against 1,038 in 1948, 1,377 in 1947, 1,429 in 1946, and 1,639 in 1945. The parish of St. Catherine which had been selected as a Health Demonstration Area had 18% of the cases although its population was only 10% of the islands' total. Hanover, Portland and St. Mary also showed a high relative incidence.

The parishes continued their campaign in latrine reconstruction and in mass inoculation of the population.

Malaria:

Permanent engineering works were instituted at St. Margaret's Bay and Manchioneal in Portland, at Orange Bay and Lucea in the parish of Hanover and at Berrydale in the parish of Clarendon. Residual spraying, with D.D.T., of all dwellings in 10 districts adjacent to large sugar estates in St. Catherine was initiated. A sum of £1,534 14s. was made available by the Sugar Industry Labour Board for this purpose. A Land Rover Motor Unit with trailer and stirrup pumps was secured for the purpose. A staff of one foreman, one driver and three labourers under the general supervision of a Grade I Sanitary Inspector of the Malaria Research Branch undertook this project in September.

Hospital Construction:

Construction work has been started on a new hospital for Spanish Town. Work on the Annotto Bay Hospital was very nearly completed but a delay was caused over the installation of the lighting plant. It is hoped that this hospital will be ready for occupancy by the middle of 1950. Work on a 16-bed extension of the Ulster Spring Hospital and the installation of a lighting plant was started during 1949.

Gynaecology:

A Specialist Gynaecological Service was instituted during the year. Five beds in a surgical ward at the Kingston Public Hospital were assigned to this service. Two outpatients' clinics were held each week at which a total of 1,965 gynaecological patients were treated during the ten months of the Service. Using the 5 available beds and an occasional bed at the Victoria Jubilee Hospital 109 major operations were performed.

Medical Research:

The efficacy of penicillin in the treatment of acute yaws lesions was tested during the year. While the number tested so far has been small the indications are that these lesions respond very quickly to massive doses of this antibiotic. Follow-up and re-checking over a period of time must be done before any definite pronouncement can be made on the results of this project.

Medical Staff:

The first group of 9 medical graduates, trained under the Colonial Development and Welfare Scheme, returned to the Island during the year. Eleven other doctors joined the Service, bringing the total number of doctors actually in the Government Medical Service (including Headquarters staff) to 140 at the end of 1949. The Kingston Public Hospital had a staff of 32 of whom 3 were in the United Kingdom on study leave. The staff of this Hospital is quite often depleted to meet the needs of other hospitals throughout the Island, so that the number of doctors allocated to the Kingston Public Hospital does not mean that these doctors are available for service there at all times.

A Hospital Manager was appointed for the Kingston Public Hospital so as to, in time, relieve the medical staff of administrative duties. This officer returned to the Colony in October after a year's study in the United Kingdom and the United States of America.

There were 5 resignations, 5 retirements and 1 death among doctors in the government service.

HOUSING

The need for good housing is urgent and widespread. In the urban areas the poorer sections of the population are housed mostly in rented tenements, consisting of separate holdings with one or more dwellings on each. Sanitary and other conveniences are provided in detached out-buildings. In rural areas the peasants live on small holdings in houses which range from huts with mud plastered walls and thatched roofs to cottages with wooden or concrete walls and shingled or corrugated iron roofs. Most of these holdings are owned by the inhabitants. In some districts, barracks are provided by estate owners for permanently employed labourers.

Persons of higher income groups live in detached houses of which approximately 33½% are owned by the occupiers, the remainder being rented.

A beginning was made with housing improvements in 1937 under the provisions of Cap. 69 of the Laws of Jamaica, from funds provided by loan and spent for the most part in the Corporate Area of Kingston and St. Andrew. Under the Slum Clearance and Housing Law, 1939, Government has power to carry out housing, slum clearance and improvement Schemes for the benefit of the working classes of the community. With the assistance of Colonial Development and Welfare funds, it has been possible to continue the programme of housing schemes and the work will proceed to the full extent of the funds which can be allotted to housing purposes.

There are numerous areas to be dealt with by Slum Clearance Schemes and these are receiving attention while emphasis is placed on the provision of new houses.

Subject to provision of funds, Government action will take the following forms:—

- (a) acquisition of land and building new houses both for rent and sale;
- (b) making grants and loans to owner-occupiers for repair, construction and improvement of houses;
- (c) clearing and re-development of slum areas;
- (d) fixing standards of accommodation so as to lessen overcrowding;
- (e) conducting research into housing design and use of materials.

It is proposed at present to provide assistance only for the working classes. Assistance under the housing programme contemplated was limited, except in urban areas, to holdings costing not more than £250 but recently the limit has been increased to £300, in order to cope with increased building costs.

Laws relating to building operations and the sub-division of lands are administered by the Local Authorities comprising the Kingston and St. Andrew Corporation and the Parochial Boards. New Regulations under the Parochial Boards Building Law, Cap. 41, have been introduced and further consideration is being given to revision of the respective Laws and Regulations in the light of present day requirements.

With the assistance provided under the Colonial Development and Welfare Acts supplemented by Government funds, the Central Housing Authority carried out Housing Schemes in a number of urban and rural areas.

No schemes were approved during the year but development works, estimated to cost £1,180 were approved for one rural scheme. During the year under review, 48 cottages consisting of 123 rooms and 30 tenements with 160 rooms were completed, making a total of 78 buildings comprising 283 rooms and providing accommodation for approximately 750 persons. 11 buildings were under construction. The expenditure under this programme amounted to £34,209.

Although most of the work was done departmentally, experiments were undertaken in co-operative measures in rural areas with a view to securing the maximum contribution by those to occupy the houses and reducing building costs. Local materials were used as far as possible and there was improvement respecting supply of hardware items which have to be imported.

Subsidies are allowed in both urban and rural schemes. The aim is to allow an average subsidy of 33½% covering the entire development programme. It has been necessary, however, to increase this amount

to fully 90% in the urban schemes in consequence of increased building costs and a decision not to increase rents with a view to keeping the scheme within the means of poor tenants.

Progress has also been made in connection with a Rehabilitation Housing Scheme to assist in the repair and re-construction of houses damaged by the hurricane which occurred in August, 1944. A sum of £875,000 was approved as a loan, free of interest, by His Majesty's Government, for re-loan to sufferers in the hurricane areas. During the year 711 dwellings were completed making a total of 6,900 and there were 284 buildings under construction. A sum of £200,000 was approved under the Scheme to be paid as subsidies to "Owner-occupiers" of houses not exceeding a value of £200. Payments aggregating £20,310 were made during the year and with previous subsidies, the total paid to date amounts to £159,059 in reduction of the indebtedness of hurricane sufferers.

The Central Housing Authority continued the work of providing houses for Ex-Servicemen. During the year 3 dwellings were completed, housing some 15 persons and 17 other dwellings were under construction. The expenditure amounted to £1,170. Extension of this class of housing received consideration in collaboration with the Lands Department.

In connection with re-housing of squatters in Western Kingston, a scheme was approved for development and housing at Cockburn Pen, at an estimated cost of £44,000. Accommodation is proposed for 178 family units totalling 534 persons in 12 tenements, comprising 120 rooms, and proper housing is to be provided for 48 tenants of garden plots in the area of the first development programme. A sum of £6,789 was spent for roads and other services.

A grant of £500 was made for "Rehabilitation distressed persons" in the area of Moravia and Silent Hill, Manchester, and the expenditure amounted to £488 for repairs to 40 dwellings.

Further consideration was given to the terms governing the "Owner-occupier" Scheme for rural areas and it is hoped that this undertaking will be introduced during the ensuing year.

TOWN PLANNING

The following is a Summary of work which was carried out during the year by the Town Planning Adviser:—

(1) Detailed schemes within and conforming to the Kingston outline plan:—

- (a) Western Kingston Industrial Estate;
- (b) University Area Development Plan;
- (c) Dock and Harbour Facilities Development Plan;
- (d) Norman Range Middle Income Group Residential Neighbourhood Unit;

(2) Sketch Layout Plan and Surveys for the 14 parish towns covering physical and statistical aspects;

(3) Preparation of aerial survey maps for all parish towns;

(4) Preparation of the proposed Town and Country Planning (1950) Bill;

(5) Sketch Layout Plan and Survey of Grand Cayman.

SOCIAL WELFARE

The Official agencies operating Welfare work are the Jamaica Social Welfare Commission, the Lands Department and the Sugar Industry Labour Welfare Board.

The Jamaica Social Welfare Commission was created in April, 1949, to carry on the work hitherto performed by the Jamaica Welfare (1943) Limited. The Commission is composed of:—

The Director of Education,
 The Commissioner of Lands,
 The Director of Medical Services,
 The Commissioner of Commerce and Industries,
 Rev. J. T. Clark, B.A.
 Mr. P. M. Sherlock,
 Mr. Rudolph Burke, President, Jamaica Agricultural Society,
 Mr. G. G. R. Sharp,
 Fr. Sullivan—Co-operative Development Council,
 Hon. W. A. Bustamante,
 Hon. Donald Sangster,
 Miss Iris Collins—Sugar Industry Labour Welfare Board,
 Lady Huggins, representative of the Jamaica Federation of Women,
 Registrar of Co-operatives,
 N. C. Lewis, Esq.,
 Mr. Oscar Burrowes, representative of the Central Council of Voluntary Social Services, and
 The Secretary, Social Welfare Services as the Chairman.

Consideration is being given to a proposal that the Welfare Officers of the Lands Department should be seconded to the Commission, so that the welfare work can be co-ordinated and operated under the same control. The Commission is continuing the work of the Company which aims at stimulating or creating in village communities, a desire for improvement and a sense of individual responsibility. The work is based on self-help and communities are urged to study their own problems and to develop mutual aid through organised action. The achievement of the supreme aim is attempted by operation along various channels, for instance, Community Organisations and Community Centres, Co-operative development, which includes Savings and Credit Groups, a campaign in Adult Education known as the Food for Family Fitness Campaign (3F), and Cottage Industry work including training in crafts.

There are Welfare Officers operating in every parish of the Island, and every effort is made to develop local leadership by holding training courses. In addition, three Cinema Units work in eleven of the parishes providing shows in selected villages at intervals of about eight weeks.

The Lands Department Welfare service has been operated by a team of ten Welfare Officers, who concentrate very largely on the work upon the Land Settlements.

The Sugar Industry Labour Welfare Board is composed of:—

The Rev. T. E. Newlin, Secretary for Social Services, Chairman,	
The Hon. Financial Secretary and Treasurer,	
The Hon. R. B. Barker,	
The Hon. A. S. Campbell	} representing the Sugar Manufacturers' Association and the Cane Farmers' Association.
Mr. C. A. Bloomfield	
Mr. S. H. Reid	
Mr. H. L. Shearer	} representing the Bustamante Industrial Trade Union.
Mr. L. V. Davis	
Miss Iris Collins, M.H.R.	

Dr. L. W. FitzMaurice, the Director of Medical Services was co-opted as a non-voting member.

It derives its income from a deduction of 5/- for every exported ton of sugar, and the money is to be spent solely for the benefit of Sugar Workers. The Board has concentrated in the first months of its existence upon the improvement of medical services and considerable progress has been made towards the provision of a fully equipped clinic with a Resident Nurse on every Sugar Estate. The Board is not undertaking all the expense, but has obtained the co-operation of the Sugar Manufacturers who are themselves meeting the cost of medicines and in most cases, the salary of a Doctor. Ambulances are being provided for the Estates, the operational costs of which are being borne by the Sugar Manufacturers. In addition, Welfare Officers have been appointed specifically for the Sugar Areas. These are centred on the Sugar Estates, but work amongst all the cane farmers in the district. Assistance has already been given by way of grants in order to improve water supplies in certain sugar areas and consideration is now being given to the possibility of assisting in housing matters.

In addition to these official Boards, the 4H Clubs movement which provides opportunities for all young people between 10 to 21 years of age, to acquire practical knowledge and skill in agricultural home making activities, operates under the auspices of the Jamaica Agricultural Society. Management is vested in a Central Managing Committee on which are to be found representatives of agricultural, educational and welfare services. There are now 247 groups in existence, having 7,645 members and the groups are assisted and guided in their work by 446 voluntary leaders.

A considerable volume of work is done by voluntary services in Jamaica, some of which are undertaking schemes on behalf of Government. The Jamaica Federation of Women which has 450 branches and 25,000 members, is responsible for the scheme whereby children absent from school owing to lack of clothing, are assisted by the provision of garments. During the year, 25,381 children were supplied with clothing in the country. In Kingston and St. Andrew, clothing distribution was undertaken by a Committee composed of the Salvation Army, the Save the Children Fund and the Jamaica Society for the prevention of Cruelty to Children, and this Committee distributed clothing to 3,178 children. The Federation of Women has also undertaken to handle a special grant of £3,000 for the rehabilitation of distressed persons. Of this sum, £2,000 has been set aside for Soup Kitchens in areas where there is destitution.

The Child Welfare Association which has 70 affiliated clinics throughout Jamaica, is operating on behalf of Government a scheme whereby condensed milk is sold to poor mothers who have children of pre-school age, at a charge of 3d. per tin. The grant for this purpose during the year was £20,000 and 626,360 tins were sold. The Kingston Charity Organisation Society also handles a grant from Government which is applied to the provision of free meals to poor people in Kingston. The Society also assists with funds raised by local effort, all sorts of needy people who are not eligible for relief under the Government plan. There are many other voluntary organisations working amongst all classes of the population some of which receive assistance from Government and these are affiliated to a Council, known as the Council for Voluntary Social Services which seeks to co-ordinate the work of the voluntary bodies.

There is a considerable amount of work done amongst young people and the Y.M.C.A. and Y.W.C.A., the Boys Scout and the Girl Guides Associations together with the Boys Brigade, Boys Town and the 4-H Clubs, all seek to help our young people to grow up into healthy manhood and womanhood. In 1943, a grant was made under the Colonial Development and Welfare Act to deal with the need for Youth Clubs in the Corporate Area. The Kingston and St. Andrew Youth Council was created and there are now 80 clubs affiliated to the Council. On the Council are representatives of all the voluntary bodies and the Secretary for Social Welfare Services, is the Chairman.

Attached to the Secretariat, is the Secretary for Social Welfare Services who advises Government on all Welfare matters and acts as a Liaison Officer between voluntary bodies and the Government.

4-H CLUBS

4-H Clubs continued during 1949 to be operated under Colonial Development and Welfare Scheme D 306 from an approved grant of £42,000. The Scheme was due to terminate at 31st March, 1949, but approval was obtained from the Secretary of State for the Colonies for an extension to the 31st March, 1950.

The actual expenditure under the Scheme at 31st March, 1949, was £28,920 5s. 10d. The proposed expenditure for 1949-50 is £6,990.

The number of registered clubs during 1949 throughout the Island was as follows:

Junior Clubs:

No.	Membership	Voluntary Local and Project Leaders
241	7,510	1,295
<i>Senior Clubs:</i>		
7	126	36

Apart from social and recreational aspects of club work interest in projects related to the farm and home are mainly indicated as follows:

Project	Members participating
Livestock	2,480
Vegetable garden and crops	2,626
Home Making	5,461

Intensive training in agricultural practices terminating in competitive events at the All-Island Achievement Day, has created widespread interest and enthusiasm. The field staff of the Jamaica Agricultural Society is responsible for technical instruction, but in addition valuable service is rendered by other organizations and private citizens.

The field staff of 8 Organizers is inadequate to serve the Island's needs and proposals for the establishment of a Training Centre have not yet materialized. These factors have restricted expansion.

RELIEF OF DESTITUTE AND DISABLED

Poor Relief (known as Public Assistance in Great Britain) is managed by Local Government Authorities throughout the Island, viz: the Kingston and Saint Andrew Corporation in the amalgamated parishes by those names, and the Parochial Boards in the twelve other parishes. These Local Government Authorities operate through Poor Relief Committees appointed under the Poor Relief (Amendment) Law, 1942,

A staff of Inspectors and Assistant Inspectors of Poor together with Clerical help is employed in each parish. Assistant Inspectors of Poor are stationed in Poor Relief districts throughout each parish. The management and administration of Poor Relief is supervised by a statutory central body known as the Board of Supervision for the relief of the poor, which has an administrative Secretary and three Area Officers who carry out inspections to see that the poor Relief Law (Chapter 53) is effectively administered. Approval of the appointment of all Poor Relief Officers and the emoluments payable to them by Local Government Authorities must be recommended by the Board of Supervision. The Board is empowered to conduct investigations into all matters relating to the relief of the poor and can dismiss or degrade any Poor Relief Officer.

Almshouses are managed under rules made by the Parochial Boards with the approval of the Board of Supervision and the Governor in Executive Council. The cost of Poor Relief is met from the funds of Local Government Authorities, but the cost of the services of Medical Officers and Outdoor relief at Hospitals and Dispensaries, is borne by Central Government. The limited funds available to these local authorities do not permit of very extensive relief: the weekly allowances now vary from 1/- to 12/- per week (*vide* statement attached) in the case of families with many dependents, the average weekly allowance per pauper being 2/9d; Almshouse accommodation is available in each parish for the chronic sick, aged and infirm paupers who are considered to be better served by indoor or institutional relief. On 1st April, 1949, the daily average number of inmates maintained in Almshouses was 2,799.28, and the average cost of maintenance was 10/2½d. per week per capita. Homes are rented for some poor persons and clothing is also distributed to needy cases on an average of twice per year. Medical comforts, equipment, transportation and burial are other forms of relief granted. Orphan children and others needing Poor Relief, are maintained at homes or charitable institutions, or Government Industrial Schools. On 31st March, 1949, there were 17,501 registered paupers of which 13,244 were receiving weekly allowances, 2,871 were inmates of Almshouses, and 1,386 were children in Charitable Homes and Industrial Schools, 51 children were boarded with foster parents. There were 5,216 children dependent on the number of registered paupers. The expenditure on poor relief during the year ended 31st March, 1949 was £279,266 being spent as follows:—

	£
Administration	43,896
Outdoor Relief	106,357
Almshouse	82,482
Children in Homes etc., ..	46,531

There are also numerous Charitable Organisations which are supported either by endowments or by public subscriptions, and with or without a Government grant: These institutions play a very important part in public assistance. The chief of these are:—

The Salvation Army, which operates the following three institutions:

- (a) Institute for the Blind
 - (b) Bethesda Home for Girls (the girls are trained in domestic work)
 - (c) The Nest (home for babies of leper parents)
- Alpha Cottage Industrial School
Swift Purcell Industrial School

Lyndale Industrial School
 Broughton Industrial School
 Farm Industrial School
 Pansy Garden (Mama Hall Memorial) Home
 Rest View Home
 Wortley Home (for children)
 St. Christopher's Home (for the deaf and dumb)
 Mannings Home (for children)
 Pringle Home (for girls)
 The Kingston Charity Organisation Society
 The Manchester Charity Organisation Society
 The Jewish Home
 The Gray's Charity
 Boys' Town
 St. Vincent de Paul Society
 Verley Home.

There is a Lepers' Home at Spanish Town which is financed by Central Government but managed by the Marist Sisters.

Analysis of weekly doles paid in all parishes on 31st March, 1949

Parish	1/-	1/3	1/6	2/-	2/6	3/-	3/6	4/-	4/6	5/-	5/6	6/-	6/6	7/-	7/6	8/-	10/-	11/-	12/-	Total	Average dole
St. Thomas	..	..	..	..	326	42	107	12	..	1	..	..	..	..	..	..	..	..	..	488	2/9½
Portland	..	..	14	345	120	158	4	28	..	9	..	..	..	..	..	..	..	..	..	678	2/5½
St. Mary	..	..	..	688	202	105	8	39	..	18	..	19	..	4	..	2	..	..	..	1,086	2/5
St. Ann	..	..	1	461	139	41	1	8	..	2	..	1	..	..	..	..	..	..	..	1,655	2/2½
Trelawny	..	1	10	183	121	85	4	57	..	14	..	3	..	1	..	1	..	..	..	480	2/8
St. James	3	..	115	247	190	174	31	35	3	18	3	1	..	1	..	1	1	..	..	823	2/6½
Hanover	..	..	..	495	36	29	4	3	..	1	..	..	..	..	..	..	..	..	..	569	2/1½
Westmoreland	..	..	3	751	141	108	1	55	..	5	..	2	..	..	..	1	..	..	..	1,067	2/3½
St. Elizabeth	..	..	..	647	41	27	24	..	..	3	..	3	..	..	..	..	..	..	..	745	2/1½
Manchester	..	..	..	660	660	86	8	15	..	3	..	2	..	..	..	..	..	..	..	774	2/7½
Clarendon	14	..	94	281	72	105	3	49	1	17	..	1	..	1	..	1	..	..	..	639	2/4½
St. Catherine	..	..	..	45	500	505	48	95	1	62	..	38	..	3	1	18	2	..	..	1,318	3/1½
Kingston	..	..	..	20	60	3078	11	418	1	179	..	81	..	28	..	26	1	17	2	3,927	3/4½
Total	17	1	237	4,163	2,608	4,543	230	838	6	332	3	151	2	38	3	49	4	17	2	13,244	2/9

CHAPTER 8—LEGISLATION

The law of Jamaica consists of the Common Law of England, such English Statutes as prior to the enactment of Act I George II, Chapter 1 (Jamaica) were esteemed, introduced, used, accepted or received as Laws of Jamaica, such Imperial Statutes subsequent to the accession of King George II as have been applied to Jamaica either at the time of their enactment or subsequently by Order in Council, and local Statutes. A Revised Edition of the local Statutes was promulgated, pursuant to law, with effect from the 1st day of August, 1939, during the year 1939.

Seventy-three Laws were enacted during the year 1949:—

- The Rent Restriction (Amendment) Law, 1949 (Law 1 of 1949)
- The Probate of Deeds (Amendment) Law, 1949 (Law 2 of 1949)
- The Public, Municipal and Other Loan Works (Amendment) Law, 1949 (Law 3 of 1949)
- The Manufacture of Buttons (Encouragement) Law, 1949 (Law 4 of 1949)
- The Poor Prisoners' (Capital Offences) Defence (Amendment) Law, 1949 (Law 5 of 1949)
- The Marches and Processions (Regulation) Law, 1949 (Law 6 of 1949)
- The Marine Board (Amendment) Law, 1949 (Law 7 of 1949)
- The Church of God and Saints of Christ Incorporation and Vesting Law, 1949 (Law 8 of 1949)
- The New Testament Church of God (Incorporation) Law, 1949 (Law 9 of 1949)
- The Pilgrim Holiness Church Incorporation and Vesting (Amendment) Law, 1949 (Law 10 of 1949)
- The Holiness Christian Church Incorporation and Vesting Law, 1949 (Law 11 of 1949)
- The Provident Fund (Amendment) Law, 1949 (Law 12 of 1949)
- The Pioneer Industries (Encouragement) Law, 1949 (Law 13 of 1949)
- The Representation of the People (Amendment) Law, 1949 (Law 14 of 1949)
- A Roadway Off Sea Breeze Avenue, Bournemouth Gardens, Kingston (Closing of Part) Law, 1949 (Law 15 of 1949)
- The Cement Industry (Encouragement and Control) (Amendment) Law, 1949 (Law 16 of 1949)
- The Textile Industry (Encouragement) (Amendment) Law, 1949 (Law 17 of 1949)
- The Excise Duty (Amendment) Law, 1949 (Law 18 of 1949)
- The Jamaica Social Welfare Commission Law, 1949 (Law 19 of 1949)
- The Road Traffic (Amendment) Law, 1949 (Law 20 of 1949)
- The Parishes Water Supply (Amendment) Law, 1949 (Law 21 of 1949)
- The Special Pension (James Stanley Copp) Law, 1949 (Law 22 of 1949)
- The United States Bases (Agreement) (Amendment) Law, 1949 (Law 23 of 1949)
- The Resident Magistrates (Amendment) Law, 1949 (Law 24 of 1949)
- The Civil Service Widows' and Orphans' Pension (Amendment) Law, 1949 (Law 25 of 1949)
- The Representation of the People (Amendment) (No. 2) Law, 1949 (Law 26 of 1949)

- The Agricultural Marketing (Amendment) Law, 1949 (Law 27 of 1949)
- The Public Officers Security (Repeal) Law, 1949 (Law 28 of 1949)
- The Motion Picture Industry (Encouragement) (Amendment) Law, 1949 (Law 29 of 1949)
- The Attestation of Instruments (Facilities) Law, 1949 (Law 30 of 1949)
- The Supreme Court (Additional Powers of Registrar) (Amendment) Law, 1949 (Law 31 of 1949)
- The Judicature (Amendment) Law, 1949 (Law 32 of 1949)
- The Prisons (Amendment) Law, 1949 (Law 33 of 1949)
- The Coconut Insurance Law, 1949 (Law 34 of 1949)
- The Appropriation Law, 1949 (Law 35 of 1949)
- The Major Wyndham Patrick DeLacy Cuffe (Validation of Acts) Law, 1949 (Law 36 of 1949)
- The Repatriation of Seamen (Amendment) Law, 1949 (Law 37 of 1949)
- The Co-operative Societies Law, 1949 (Law 38 of 1949)
- The Anatomy Law, 1949 (Law 39 of 1949)
- The Antibiotics Law, 1949 (Law 40 of 1949)
- The Representation of the People (Amendment) (No. 3) Law, 1949 (Law 41 of 1949)
- The Spirit Licence (Amendment) Law, 1949 (Law 42 of 1949)
- The Probation of Offenders (Amendment) Law, 1949 (Law 43 of 1949)
- The Witnesses' Expenses (Amendment) Law, 1949 (Law 44 of 1949)
- The Stamp Duty (Amendment) Law, 1949 (Law 45 of 1949)
- The Commercial Broadcasting and Radio Re-Diffusion Law, 1949 (Law 46 of 1949)
- The Turks and Caicos Islands Legislative Board Further Amendment Law, 1949 (Law 47 of 1949)
- The Approved Organisations and Authorities Loans (Government Guarantee) (Amendment) Law, 1949 (Law 48 of 1949)
- The Banana Insurance (Amendment) Law, 1949 (Law 49 of 1949)
- The Parochial Boards Building (Amendment) Law, 1949 (Law 50 of 1949)
- The Loan Law, 1949 (Law 51 of 1949)
- The Animals (Control of Experiments) Law, 1949 (Law 52 of 1949)
- The Larceny (Amendment) Law, 1949 (Law 53 of 1949)
- The Counties and Parishes (Amendment) Law, 1949 (Law 54 of 1949)
- The Public Order Law, 1949 (Law 55 of 1949)
- The Representation of the People (Amendment) (No. 4) Law, 1949 (Law 56 of 1949)
- The Veterinary Law, 1949 (Law 57 of 1949)
- The Leprosy Law, 1949 (Law 58 of 1949)
- The Governor's Emoluments (Amendment) Law, 1949 (Law 59 of 1949)
- The Resident Magistrates (Amendment) Law, 1949 (Law 60 of 1949)
- The Stamp Duty (Amendment) (No. 2) Law, 1949 (Law 61 of 1949)
- The Jamaica Library Service Law, 1949 (Law 62 of 1949)
- The Osmond Melbourne Royes (Validation of Acts) Law, 1949 (Law 63 of 1949)

- The Representation of the People (Amendment) (No. 5) Law, 1949 (Law 64 of 1949)
- The Excise Duty (Amendment) (No. 2) Law, 1949 (Law 65 of 1949)
- The Road Traffic (Amendment) (No. 2) Law, 1949. (Law 66 of 1949)
- The Irrigation Law, 1949 (Law 67 of 1949)
- The Agricultural Small Holdings (Amendment) Law, 1949 (Law 68 of 1949)
- The Banana Insurance (Amendment) (No. 2) Law, 1949 (Law 69 of 1949)
- The Loan (Premium Bonds) Law, 1949 (Law 70 of 1949)
- The Missionary Bands of the World (Incorporation and Vesting) Law, 1949 (Law 71 of 1949)
- The United Pentecostal Church of Jamaica Incorporation Law, 1949 (Law 72 of 1949)
- The Church of God (Holiness) Incorporation and Vesting Law, 1949 (Law 73 of 1949).

The following is a brief summary of those Laws which may be considered to be of the greatest general interest:

The Manufacture of Buttons (Encouragement) Law, 1949 (Law 4 of 1949)

This Law was enacted to encourage the establishment in Jamaica of a button manufacturing industry. It grants to recognised manufacturers relief from tonnage tax and customs duty upon the plant and equipment necessary for the establishment of a button factory and extensions thereof. It also grants relief in respect of customs duty and tonnage tax upon specified raw materials used in the manufacture of buttons and income tax concessions in relation to the profit derived from the manufacture of buttons in Jamaica during a specified period.

The Marches and Processions (Regulation) Law, 1949 (Law 6 of 1949)

This Law, which seeks to promote the maintenance of public order, prohibits any public march from taking place during the night, which is defined as being between 6 p.m. on any day and 5 a.m. on the next succeeding day, or at any time unless a permit has previously been obtained from the appropriate police officer.

The Representation of the People (Amendment) Law, 1949 (Law 14 of 1949)

This Law provides for the preparation of preliminary electoral lists as a result of a house to house visitation by two enumerators jointly and prohibits the holding of an election meeting in any public place unless not less than three hours notice of intention to hold such meeting has been given to the appropriate police officer and prohibits presiding officers and returning officers from taking any part in the election campaign of any candidate or political party.

The Jamaica Social Welfare Commission Law, 1949 (Law 19 of 1949)

This Law establishes a body corporate to be known as the Jamaica Social Welfare Commission, for the purpose of discharging the functions heretofore performed by Jamaica Welfare (1943) Limited and transfers to such body the assets, rights, powers, privileges and duties previously vested in or enjoyed by the latter body.

The Representation of the People (Amendment) (No. 2) Law, 1949 (Law 26 of 1949)

This Law, which was enacted as a result of the unsatisfactory nature, in many cases, of the house to house visitation with a view to the preparation of preliminary electoral lists by two enumerators under the Representation of the People (Amendment) Law, 1949, provides for the holding of special enumerations by a single enumerator, who may be accompanied by one or more scrutineers appointed by or on behalf of interested organisations, in any polling division in relation to which the Chief Electoral Officer is satisfied that lists prepared as a result of the enumeration under the Representation of the People Law, 1944, as amended by the Representation of the People (Amendment) Law, 1949, are likely to be substantially inaccurate.

The Coconut Insurance Law, 1949 (Law 34 of 1949)

This Law provides for the establishment of statutory insurance against storm damage to coconut plantations and also for the effecting of voluntary insurance in relation to such damage.

The Co-operative Societies Law, 1949 (Law 38 of 1949)

This Law which is designed to encourage the establishment of co-operative societies, makes detailed provision for the registration, organisation and supervision of such bodies.

The Anatomy Law, 1949 (Law 39 of 1949)

This Law, which was enacted consequent upon the establishment of the University College Hospital of the West Indies, is designed to regulate the practice of anatomy.

The Antibiotics Law, 1949 (Law 40 of 1949)

This Law is designed to control the importation, storage and use of antibiotics with a view to minimising the danger of the development in Jamaica of strains of disease resistant to treatment by antibiotics.

The Representation of the People (Amendment) (No. 3) Law, 1949 (Law 41 of 1949)

This Law confers upon the Chief Electoral Officer the right to object at the revising session to any application for inclusion in the electoral list for any polling division if he has reasonable cause to believe that the applicant is not qualified for inclusion in such list.

The Commercial Broadcasting and Radio Re-Diffusion, Law, 1949 (Law 46 of 1949)

This Law is designed to establish the system of commercial broadcasting in Jamaica and makes provision for the grant of licences for that purpose.

The Animals (Control of Experiments) Law, 1949 (Law 52 of 1949)

This Law, the enactment of which was necessary consequent upon the establishment of the University College Hospital of the West Indies, is designed to regulate the practice of vivisection in Jamaica.

The Public Order Law, 1949 (Law 55 of 1949)

This Law is designed to promote the maintenance of order at public meetings and prohibits the carrying of firearms or other offensive weapons at such meetings.

The Representation of the People (Amendment) (No. 4) Law, 1949 (Law 56 of 1949)

This Law confers upon the Chief Electoral Officer the right to object, at revising sessions or at special revising sessions, to the inclusion in electoral lists of the names of persons who he does not believe to be qualified for inclusion therein. It further seeks to minimise the danger of impersonation at elections by requiring electors to dip a finger in a special electoral ink, and restricts the use of vehicles for the purpose of conveying electors to and from the poll.

The Veterinary Law, 1949 (Law 57 of 1949)

This Law restricts the practice of veterinary medicine or surgery to persons whose names appear upon a register kept under the Law and provides for the registration of persons who either possess certain specified qualifications or pass an examination set by a statutory authority or who have been in actual practice as veterinarians in Jamaica for a period of five years.

The Leprosy Law, 1949 (Law 58 of 1949)

This Law provides for the notification of persons suffering from leprosy, their admission either voluntarily or compulsorily to leprosaria and the control of those institutions.

The Jamaica Library Service Law, 1949 (Law 62 of 1949)

This Law provides for the establishment of a Jamaican Library Service and for the operation of such service.

The Irrigation Law, 1949 (Law 67 of 1949)

This Law provides for the establishment of Irrigation Authorities, the construction and operation of irrigation schemes, the levying of irrigation rates and the conservation of subterranean water.

CHAPTER 9—JUSTICE, POLICE AND PRISONS

LAW AND COURTS

The system of law in Jamaica is based on the common law of England, on such laws and statutes of England "as were, prior to the commencement of 1 George II Cap. 1, esteemed, introduced, used, accepted or received, as Laws in the Island, save in so far as any such laws or statutes have been, or may be, repealed or amended by any Law of the Island", and on local statutes called Laws.

The Courts of the Island are:—

1. The Supreme Court of Judicature
2. The Resident Magistrates Courts
3. The Petty Sessions Courts
4. Coroners Courts

The Supreme Court which consists of the Court of Appeal and the High Court of Justice is a Superior Court of Record and exercises jurisdiction in every type of case, civil and criminal.

The Judges of the Supreme Court are the Chief Justice of Jamaica, a senior Puisne Judge and three Puisne Judges.

The Court of Appeal, which is constituted by three Judges, hears all appeals, civil and criminal, from the High Court and from the Resident Magistrates Courts, as well as appeals from the Grand Court of the Cayman Islands and from the Supreme Court of the Turks and Caicos Islands, and there is also provision for Justices in Petty Sessions to state cases for the opinion of the Court.

Appeals from Justices in Petty Sessions, in tax cases, and from certain statutory bodies are heard by a Judge of the Supreme Court sitting in Chambers.

A Judge of the Supreme Court sitting in a Circuit Court, with a jury, has jurisdiction to try all indictable offences.

Cases of every type come before the Supreme Court from time to time. On the civil side, actions for negligence and matrimonial causes are the most numerous. On the criminal side offences under the Larceny Law which include burglary, housebreaking and all kinds of larcenies predominate.

A Resident Magistrate's Court has jurisdiction:—

- (a) in common law where the amount claimed does not exceed £100, and without limit to the amount of debt or damage claimed where the parties agree that the court shall have jurisdiction;
- (b) in equity where the amount in dispute does not exceed £200;
- (c) in land disputes where the annual value of the land does not exceed £50;
- (d) in probate and administration where the value of the estate does not exceed £300;
- (e) in bankruptcy where the estate is below the value of £200;
- (f) in criminal matters within the limits set out in the Resident Magistrate's Law or where any Law gives jurisdiction to the Court to try any offence.

The Petty Sessions Courts are presided over by the Resident Magistrate if present, or by Justices of the Peace, and exercise jurisdiction in minor offences where jurisdiction is given by statute.

There is a Coroners Court for each parish. It is presided over by the Resident Magistrate who is *ex officio* Coroner for the parish.

The Coroner sits with a jury of not less than seven and not more than thirteen.

The Bar and Solicitors enjoy the same rights as they do in England.

The Attorney General's Department consists of the Attorney General, the Solicitor General, a legal Draftsman and three Crown Counsels.

The Crown Solicitor's Office consists of the Crown Solicitor, the Assistant Crown Solicitor and a Clerk to the Crown Solicitor who is also a Solicitor.

POLICE

The Jamaica Constabulary Force is constituted under the Jamaica Constabulary Force Law, Chapter 129 of the Revised Edition of the Laws of Jamaica.

The Establishment of the Force consists of 38 Gazetted Officers—a Commissioner of Police, a Deputy Commissioner of Police, 10 Superintendents, 9 Senior Assistant Superintendents and 17 Assistant Superintendents—and 590 Sub-Officers, 1,188 Constables and 3 Women Police, a total of 1,819 personnel.

There are five important Branches within the Police, as follows:—

- (i) A Criminal Investigation Department, the Establishment of which is made up of three Gazetted Officers—one Superintendent and two Assistant Superintendents—and seventy-five Sub-Officers and Men. In this Department are embodied a Fingerprint Bureau, Criminal Records Section, *Modus Operandi* Bureau, Photographic Section and a Special Branch.
- (ii) Immigration, Passports and Aliens Branch with an Establishment of a Superintendent and seven Sub-Officers—One Sub-Inspector, three Sergeants and three Corporals. A limited number of civilians are employed in this Branch for Clerical and Immigration duties.
- (iii) A Traffic and Transport Branch with an Establishment of one Superintendent, two Assistant Superintendents and 277 Sub-Officers and Men. This Branch is responsible for the enforcement of the Road Traffic Law and Regulations, and to this end there is in operation a Mobile Traffic Section mounted on Motor Cycles. It also sees to the proper and economic maintenance of all units of Motor Transport and Police Launches.
- (iv) A Police Training School and Depot whereat not only are Recruits trained in Police Duties and Practices under a new Syllabus of Training, but older members of the Force are from time to time put through various Courses with the object of increasing the efficiency of those who undergo training. During 1949 several such Courses were held with the desired effects. There was also a marked improvement in the standard of Recruits passing through the School, due not only to the tuition given, but to the better selection of Recruits. A Motor Driving School is also maintained where drivers and motor cyclists are trained.

- (v) Women Police, three in number, which came into being in the process of the re-organisation of the Force, have, by work performed during 1949, conclusively established their usefulness as a Branch of the Force.

In addition to the Jamaica Constabulary Force, there is a Force constituted under the District Constables Law, Chapter 131 of the Revised Laws of Jamaica, consisting of a number of District Constables and Special District Constables, known as the Rural Police. District Constables may be employed on regular Police duties and are paid from Public Funds for services rendered, while Special District Constables, employed on quasi Police duties at Estates, Wharves and private establishments, receive remuneration from whom they are employed.

The duties of the Rural Police are similar to those of the regular Police and their powers of arrest are identical.

Authorised Persons, with powers to arrest persons suspected of larceny or unlawful possession of agricultural produce and crops, are appointed by the Commissioner of Police under the provisions of the Unlawful Possession of Agricultural Produce Law, Chapter 413 of the Revised Laws of Jamaica. They are paid for duty done from Public Funds.

For Administrative purposes the Force has been divided into five Police Areas, all of which came into operation during 1949, and have proved of inestimable value in the co-ordination of Police services throughout the Colony.

During the year each member of the Force was issued with a copy of a new publication entitled "The Jamaica Police Guide" which places in his or her hands a volume containing the major portion of the powers, duties and responsibilities of police in the Colony. This book constitutes an authority to which Constables in general and particularly the higher ranks, can refer in dealing with unusual matters when the necessity arises.

A pocket book containing 'Duty Hints' for Constables has been compiled and, when printed, will supply a long felt need in giving information so vital and necessary to modern conditions of Police work.

During the year, action on the following lines, designed for the prevention and suppression of crime, was taken:—

- (a) Maintenance of a 24 hour patrol of the Waterfront, Kingston Harbour, by Police Launches with a view to stemming Wharf breakings and Larcenies. Satisfactory results in this direction were in evidence.
- (b) Weekly plotting of preventable crime in the Corporate Area, combined with Patrols carried out by Plain Clothes members of the Force, thereby affording better control of crime. The results in this connection were also satisfactory.

- (c) Closer supervision of convicted persons sentenced to Police Supervision, and Prosecutions made under the Administration of Criminal Justice Law, which covers such persons, in order to discourage Habitual Criminals.

Dealing with the prevalence of crime, with particular reference to major Crimes of Burglary, Housebreaking, Larceny Dwelling and Shop-breaking, and Street Crimes of Larceny Person and Robbery, Larceny from Vehicles and Cycle Stealing, the position in Kingston when compared with the year 1948 showed very slight decreases in Burglary and House-breaking. There was a substantial decrease of 144 in the incidence of Larceny Dwelling; decreases in Larceny from Vehicles and Cycle Stealing were also recorded. Shop-breaking and Larceny Person and Robbery, however, showed increases over the 1948 figures.

In the St. Andrew area, Burglary shows an appreciable decrease. Decreases were also shown in House-breaking, Larceny from Vehicles and Cycle Stealing, while slight increases were recorded under Larceny Dwelling, Shop-breaking and Larceny Person and Robbery. The increases in this area can be accounted for by the recent trend to commercialise certain sections, resulting in an increase in the activities of the criminal element in those sections. The overall total of crime in St. Andrew shows an appreciable decrease below the figure recorded during the preceding year.

In the Country Parishes, preventable crimes, with the exception of House-breaking, showed increases over the 1948 figures attributable to the steady expansion of residential areas on the north side of the Island, and the growth of local industries elsewhere throughout the Colony. A substantial increase in the incidence of crime in these Parishes, as compared with the previous year, is disclosed by the overall total of crime during the year.

Below are given comparative tables showing the position with regard to the incidence of crime in:—

- (a) Kingston
- (b) St. Andrew
- (c) Country Parishes, and
- (d) The Island as a whole.

(a) KINGSTON

OFFENCE	1948	1949	Decrease	Increase
Burglary ..	163	159	4	..
House-breaking ..	51	50	1	..
Larceny Dwelling ..	539	395	144	..
Shop-breaking ..	144	227	..	83
Larceny Person and Robbery ..	454	604	..	150
Larceny from Vehicles	227	202	25	..
Cycle Stealing ..	388	304	84	..
Total	1,966	1,941	25	..

(b) ST. ANDREW

	1948	1949	Decrease	Increase
Burglary ..	407	267	140	..
House-breaking ..	201	131	70	..
Larceny Dwelling ..	529	540	..	11
Shop-breaking ..	115	121	..	6
Larceny Person and Robbery ..	129	150	..	21
Larceny from Vehicles ..	107	100	7	..
Cycle Stealing ..	181	169	12	..
Total	1,669	1,478	191	..

(c) COUNTRY PARISHES

Burglary ..	218	321	..	103
House-breaking ..	630	589	41	..
Larceny Dwelling ..	391	404	..	13
Shop-breaking ..	563	592	..	29
Larceny Person and Robbery ..	70	94	..	24
Larceny from Vehicles ..	84	105	..	21
Cycle Stealing ..	256	310	..	54
Total	2,212	2,415	..	203

(d) ALL ISLAND FIGURES

Burglary ..	788	747	41	..
House-breaking ..	882	770	112	..
Larceny Dwelling ..	1,459	1,339	120	..
Shop-breaking ..	822	940	..	118
Larceny Person and Robbery ..	653	848	..	195
Larceny from Vehicles ..	418	407	11	..
Cycle Stealing ..	825	783	42	..
Total	5,847	5,834	13	..

PENAL ADMINISTRATION

Prison Administration is under the control of the Director of Prisons assisted by a staff consisting of three Superintendents and 405 others. Of this number, there are however, 16 vacancies to be filled when the Tamarind Farm Division of the St. Catherine District Prison is brought into operation.

The relative legislation for the control of the prisons is the Prison Law 1945, which was brought into operation on the 17th of November, 1947, and the Prison Rules, 1947, as amended by the Prison (Amendment) Rules, 1948.

There are three prisons, namely:—

- (1) The General Penitentiary;
- (2) The St. Catherine District Prison; and
- (3) The Richmond Farm Prison.

Each of these prisons is under the control of a Superintendent and staff.

Towards the end of the year, new arrangements were made for the classification of male prisoners. All adult prisoners, irrespective of the length of sentences, who have not previously served a prison sentence are now confined in the St. Catherine District Prison as well as those with sentences of up to and including six months. Juveniles and young prisoners are also sent to the St. Catherine District Prison. All prisoners with sentences of over six months and with previous prison records are now confined in the General Penitentiary. Suitable prisoners with sentences of one year and over are sent to the Richmond Farm Prison. When the Tamarind Farm Division of the St. Catherine District Prison comes into operation, there will be accommodation there for 200 short term first offenders. Debtors continue to be sent to the St. Catherine District Prison.

During the year, two barrack rooms, formerly in use at the Moneague Camp were acquired from the Military. One was re-erected at the General Penitentiary, where it provides an Association Ward for 50 prisoners. The other was re-erected at the Richmond Farm Prison where it now enables the previous accommodation for 200 prisoners to be increased to 250.

Steps have been taken to intensify the production of food stuffs at the Farms of the St. Catherine District Prison and the Richmond Farm Prison. Approval has been given for the purchase of a tractor and other Farm implements.

The General Penitentiary, which is situated on the Kingston waterfront, has two Divisions, the Male and Female. Work done by the male prisoners includes domestic duties (cooking and cleaning) baking, carpentry, furniture-making, tinsmith work, basket-making, quarrying for limestone and the manufacture of lime, plumbing, mat and mattress-making and masonry. Bread is baked and supplied to the Public Hospitals and to the Mental Hospital. The Female Division provides accommodation for all female prisoners. Its inmates are occupied in the laundering of linen and clothing for Government Departments and the Public Hospitals in Kingston. Selected prisoners attend sewing classes arranged by a team of voluntary helpers and the proceeds from the sale of their work are used to assist them on discharge.

The St. Catherine District Prison comprises a 200-acre prison farm and is situated near Spanish Town. The work carried on is mainly agricultural.

The Tamarind Farm Division, which will be under the control of the Superintendent, St. Catherine District Prison, will consist, when completed of four dormitories and dining shed situated on a 120-acre farm about a mile distant from the St. Catherine District Prison. The Farm Prison will have no boundary wall as prisoners will be trusted with a greater measure of freedom than is usual in prison.

The Richmond Farm Prison comprising approximately 400 acres and situated near the town of Richmond in the parish of St. Mary, was established in 1944 with funds provided under the Colonial Development and Welfare Act. The scheme under which this farm was established has now come to an end and the prison is financed from funds provided by the local Government. The purpose of this prison is to provide training in agricultural and farm work for specially selected prisoners, with a view to fitting them to become competent farm



A VIEW OF WAG WATER WITH COWS FORDING THE RIVER



YOUNG JAMAICANS AT THE JUNIOR CENTRE OF THE
INSTITUTE OF JAMAICA



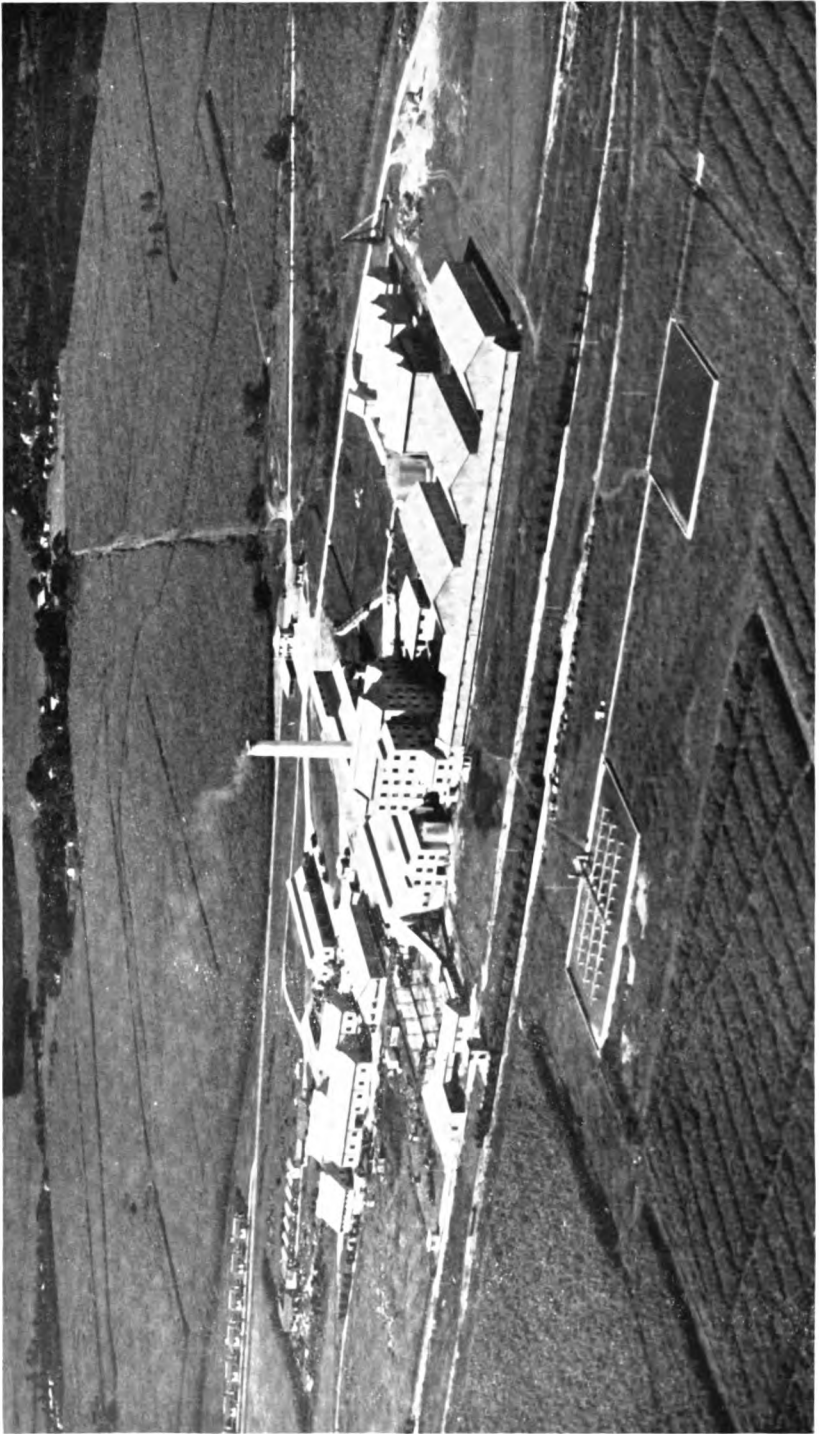
A TEMPORARY LABORATORY AT THE UNIVERSITY COLLEGE
OF THE WEST INDIES



BINDING CIGARS IN A JAMAICAN CIGAR FACTORY



A CONDENSED MILK FACTORY. AS THE FILLED CANS SHUTTLE FORWARD
LIDS ARE PLACED ON BY HAND AND THEN SEALED BY MACHINE ON
THE RIGHT



MONYMUSK SUGAR FACTORY, ONE OF THE MOST MODERN SUGAR FACTORIES
IN THE WEST INDIES

workers on the expiration of their sentences. This represents the first local attempt at segregation by character of the prisoner and a departure from the usual practice of surrounding a prisoner with physical restrictions. From 1944, when the first twelve prisoners were transferred to Richmond Estate to live in the Great House, steady progress has been made in developing the scheme. During the year under review the prison muster was increased to a daily average of 203. Details of the work done by prisoners will serve as an illustration of the varied aspects of agricultural training, *viz*:—sawing lumber, malarial control, wire fencing, repairing roads, shoeing of mules and repairing carts, dairy farming, poultry keeping, bee-keeping, the planting and propagation of bananas immune to Panama Disease, spraying bananas, cultivation of sugar cane, sweet potatoes, cocones and cassava.

Recreation and education are not neglected. Cricket matches are played regularly between prisoners and local clubs, staff take part in the games. School classes are held in the evenings after work.

Prison Population. Attention is drawn to the continual rise in the number of commitals to prison in the last 10 years:—

1939/40	..	..	..	4,527
1940/41	..	..	..	3,761
1941/42	..	..	..	3,244
1942/43	..	..	..	4,112
1943/44	..	..	..	4,303
1944/45	..	..	..	4,134
1945/46	..	..	..	4,758
1946/47	..	..	..	4,933
1947/48	..	..	..	5,115
1948/49	..	..	..	5,487

The number of prisoners in the prisons in 1949 was as follows:—

	On 1.1.49	On 31.12.49	Daily Average
<i>General Penitentiary</i>			
Males	1,214	1,208	1,194
Females	90	92	97
<i>St. Catherine District Prison</i>			
Adults	636	685	693
Young Prisoners	111	426	95
<i>Richmond Farm Prison</i>	171	223	203
	2,222	2,634	2,282

Approximately 40% of the number of prisoners received into the General Penitentiary were on their fifth or more conviction and about 65% were sentenced to serve from nine months to three years. Of the female prisoners about 56% were admitted on first conviction and 75% were sentenced to serve less than six months.

Approximately 54% of the prisoners received into the St. Catherine District Prison were on first conviction, and 66% were sentenced to less than six months.

Medical Attention. The health of the staff and prisoners is the responsibility of three Medical Officers and three dispensers. Four Warders were trained by the Medical Department as Hospital Attendants during the year and are now attached to the Prison Hospitals for duty.

Recreation and Education. The facilities for recreation in these prisons, with the exception of the Richmond Farm Prison, are limited, games being provided principally for the juveniles. There are two teachers on the staff of the Department, one at the General Penitentiary and one at the St. Catherine District Prison.

Religious Services. Religious services are held regularly each week in all prisons.

Visiting Committees. There is a Visiting Committee, appointed by the Governor, for each Prison.

Prisoners in Lock-Ups. In addition to the prisoners confined in the prisons, persons serving very short sentences (*i.e.* up to ten days) or held pending trial, are confined in lock-ups at Head Stations of the Constabulary in the Island.

CHAPTER 10—PUBLIC UTILITIES

WATER SUPPLIES

All public water supplies in the Colony are owned by the Central or Local Government Authorities. The provision of adequate and potable water supplies is the responsibility, in the Corporate Area of Kingston and St. Andrew of the Water Commission, a statutory body appointed by the Governor under the Water Commission (Corporate Area) Law, Cap. 66, and in the other parishes, the Parochial Boards with the assistance, financial and otherwise, of the Government. The Public Works Department, through its Hydraulics Branch, prepares or advises on all new major schemes. The All-Island Water Advisory Board, a non-statutory body appointed by the Governor, advises Government on all matters affecting water supply.

Corporate Area —Kingston and lower St. Andrew is supplied by the Water Commission from nine different sources, namely: The Hope River and Hermitage Reservoir, both of which are gravity supplies and also seven Deep Well Pumping Plants. The Hermitage Reservoir impounds the waters of the Wag Water and Moresham rivers at a point about 12 miles from Kingston and 1,650 feet above sea level. It has a storage capacity of 430 million gallons. Recently a larger reservoir has been constructed at Mona in St. Andrew to impound the surplus waters in the Hope River but this structure is not yet in operation.

The pumping stations are the Long Mountain Well (capacity 4 million gallons a day), the Montgomery Corner Well (capacity one million gallons a day), Race Course Well (capacity $\frac{1}{2}$ million gallons a day), Trench Town Well (capacity 1 million gallons a day), Oakland Road Well (capacity $1\frac{1}{2}$ million gallons a day), Forest Hills Well (capacity 2 million gallons a day), Rennock Lodge Well (capacity 2 million gallons a day). All of these wells are operated by electrically driven Deep Well Turbine Pumps. It will be observed that four new stations, the last four mentioned above, have been installed since the previous Annual Report.

The water from the gravity sources is treated at four purification centres, namely: Seaview, Constant Spring, Hope and Cavaliers. The Constant Spring Filtration Plant is the largest on the system. It has a capacity of 8 million gallons a day. The Seaview Plant which supplies portion of the hill areas is a small one with a capacity of 200,000 per day. The Hope and Cavaliers plants are of the old slow sand type and are rated at 3 million and 4 million gallons per day respectively.

In addition to filtration, all water is sterilized by the Chlorammoniation system. The standard of purity is well maintained and daily bacteriological examinations from every source in operation are carried out in the Commission's Laboratory. In addition further independent examinations are made by the Government Pathologist on behalf of the Medical Officer of Health.

During most of the normal year the gravity supplies are sufficient to meet the demands, the pumping stations being kept for use during periods of drought. The average daily consumption of water amounts to approximately 16 million gallons although this may climb to almost 20 million in exceptionally dry weather. The water is distributed through 310 miles of mains to approximately 21,000 rate payers.

The total estimated population served is 205,000. Almost 50% of the service pipes are metered there being approximately 10,000 water meters installed at the present time. A total of 1,500 Fire Hydrants throughout the area is also maintained by the Commission.

The Commission also operates the Sewerage System in Commercial Kingston which at present comprises 52 miles of street and intercepting sewer mains. The system is divided into three zones, namely: the high, mid and low level areas. The high and mid level zones drain to two disposal works at the western end of the City where the sewage is specially treated and the clarified effluent is discharged into Kingston Harbour. The low-level zone is drained to the Darling Street Pumping Station whence it is pumped by electrically operated centrifugal pumps to the open sea beyond the eastern end of the Harbour. An average of $5\frac{1}{2}$ million gallons of raw sewage is disposed of daily.

ELECTRIC LIGHT AND POWER

In Jamaica electricity is supplied to the principal towns, industrial centres (including sugar and other factories), a number of isolated villages and certain individual properties.

With the exception of Savanna-la-Mar in the parish of Westmoreland, where electric light and power facilities are supplied by the Local Authority, such facilities are provided by private companies under licence.

The principal of these Companies is the Jamaica Public Service Company, Limited, a private utility Company which serves approximately one-third of the area of the Island.

In addition to licences held for the towns of Port Antonio, Lucea and Black River in the parishes of Portland, Hanover and St. Elizabeth, respectively, the Jamaica Public Service Company, Limited, are the holders of licences for the following parishes:—

Kingston	St. Mary
St. Andrew	St. Ann
St. Catherine	Trelawny
Clarendon	St. James

The Jamaica Public Service Company owns and operates the following generating stations with the approximate plant capacities shown:

Gold Street, Kingston	9,500 Kw. steam (oil fuel)
Upper White River, St. Ann and St. Mary	3,500 Kw. (hydro)
Roaring River, St. Ann	4,050 Kw. (hydro)
Bog Walk, St. Catherine	1,050 Kw. (hydro).

In addition, the Company has in the preliminary stages of construction a second station on the Lower White River, the plant capacity of which is being designed to afford a further 4,750 Kw. These hydro stations are coupled together and run in parallel with the steam station at Kingston over a 69,000 V transmission line erected between the north and south sides of the Island. The generating pressure at the hydro stations is at 6,900 volts whilst on the plant at Kingston it is

2,300 volts. The small station at Bog Walk, St. Catherine, generates at 550 volts, but the output is stepped up by transformers so as to feed into the main 69 Kv. transmission line.

Apart from the voltage on the main transmission lines mentioned above, lower voltages are in use on the system for transmission and primary distribution purposes as follows:—

33,000 V.	13,200 V.	11,950 V.	6,900 V.	4,160V.
2,300 V.				

Throughout the Company's system which is supplied from the above power plants the low pressure distribution networks operate at 110/220 volts. The whole of the above system is at present operated at a frequency of 40 cycles per second.

The Company also owns and operates smaller plants, details of which are as under:—

Montego Bay—total plant capacity	875 Kw. oil (diesel engines)
Port Antonio—total plant capacity	208 Kw. (oil engines)
Falmouth—total plant capacity	76 Kw. (oil engines)
Lucea—total plant capacity	40 Kw. (oil engines)
Black River—total plant capacity	40 Kw. (oil engines).

The normal distribution pressure in all of the towns mentioned above is 220/110 volts, whilst the frequency is 60 cycles per second.

The total number of consumers supplied from the Company's system is approximately 24,000.

During the last 12 years the Company has converted a considerable horsepower of Diesel engines to electric operation, and at present it supplies service for irrigation pumping in Vere (Clarendon) also in the parish of St. Catherine, amounting to approximately 4,000 H.P.

Small private companies operating with relatively small networks, supply electricity to the towns of Mandeville, Morant Bay, Christiana and Spaldings and also the district of Williamsfield. The Parochial Board of Westmoreland operates an undertaking supplying to the town of Savanna-la-Mar and vicinity. These supplies are afforded at a frequency of 60 cycles per second. The primary pressures being 2,300 volts and the secondary or consumer voltages are 110/220.

Broadcasting

Owing to the uncertainties concerning the future of broadcasting which continued through the greater part of the year, and the fact that the limit of output with the present establishment and equipment has been reached, no attempt was made to effect any major developments to the existing plant. Certain new equipment which had been on order from the previous year was received and installed, with a consequent simplification of operation.

The station continued to operate on the same schedule as in 1948; i.e., from 4.00 to 5.30 p.m. on 4.95 mcs., and from 7.30 to 10.00 p.m. on 3.48 mcs. The most notable exception to this schedule occurred on the night of December 20–21, when, in co-operation with the Chief Electoral Officer, election results were broadcast until 01.00 hours, Wednesday, December 21, and again at 08.00 hours.

In November, the Government finally concluded an Agreement with the Jamaica Broadcasting Company, Ltd., which provided for the grant to the Company of exclusive licences, effective on the 1st of May, 1950, to operate Broadcasting and Radio re-diffusion services.

CHAPTER 11—COMMUNICATIONS

Shipping

The volume of shipping remained at a high level during the year.

There is a regular passenger service between Jamaica and the United Kingdom, but none between Jamaica and the United States, Canada and Central America, travel to these places being mostly by air.

CIVIL AVIATION

Air Services

Palisadoes and Montego Bay, Customs airports, are used by all air lines operating between Jamaica and other countries. These airports are under the control of the Director of Civil Aviation, who is also Director General of Civil Aviation, British Caribbean Area.

The following air lines operated regular scheduled flights through Palisadoes Airport in 1949:—

British South American Airways Corporation
British West Indian Airways, Ltd.
British Caribbean Airways, Ltd.
Caribbean International Airways, Ltd.
Trans-Canadian-Air Lines.
Pan American Airways Inc.
Chicago and Southern Air Lines Inc.
K.L.M. (Royal Dutch Airlines).

In addition, 25 non-scheduled air lines of various nationalities operated through this airport.

There were 3,277 flights by scheduled commercial aircraft, 1,272 flights by non-scheduled commercial aircraft, 512 flights by private aircraft and 436 flights by military aircraft—making a total of 5,497.

Montego Bay Airport which was operated by Pan American Airways Inc., under the supervision of the Civil Aviation Department, and was open to internal services and limited international traffic was taken over by the Civil Aviation Department on 1st October, 1949. During the year there were 629 flights by various air lines through Montego Bay.

Alighting areas for flying boat operation were maintained at Grand Cayman, Little Cayman and Cayman Brac; the last-mentioned, however, can only be used when the prevailing wind is from the south.

In Turks Island a small landing strip is under construction, but is usable by light aircraft.

In South Caicos the landing strip was available to all aircraft for purposes of emergency.

The Kingston Oceanic Air Traffic Control Centre and the 7th Regional Notam Centre at Palisadoes, provided air traffic control services to all aircraft within or passing through the area (150 nautical miles radius of Palisadoes). In addition, the Government Aeronautical Radio Station (MRX) provided air-to-ground, point-to-point and meteorological communication services.

RAILWAY

The Jamaica Government Railway, 207½ miles in length, traverses the Island in two main lines and three branches. The main lines are from Kingston to Montego Bay (112½ miles) and from Spanish Town to Port Antonio (63½ miles), whilst the branch lines are from May Pen Junction to Frankfield (23 miles), from Bog Walk to Linstead (3 miles) and from May Pen to Fort Simonds (5½ miles).

Revenue for the year ending 31st December, 1949, was approximately £377,007 and Expenditure approximately £620,474.

In order to be progressive and give the travelling public the benefit of speedy, modern units, an order was placed, in September, 1948, in the United Kingdom, for new diesel rail coaches powerful enough to haul trailer coaches, but delivery is not expected until the end of 1950.

Banana traffic showed a slight improvement during the year and there is now a more promising outlook as a result of an expansion in cultivation of the Lacatan Variety; in support thereof it might be mentioned that an estimated increase of half a million stems, of which the Railway should enjoy 60% in haulage, is anticipated for next financial year (1950-51).

It is gratifying to report that in spite of motor competition, which, as expected, was intensified in the post-war period, the Railway was able to retain or re-capture a steady flow of business and thus play an important part in the economy of the Island during the year under review.

ISLAND TRAFFIC AUTHORITY

16,687 motor vehicles were registered during the year ending 31st March, 1949.

On 1st October, 1949, the exclusive Franchise for Public Passenger Transport by State Carriages in the Corporate Area, which had been granted to Messrs. Jamaica Utilities Limited, became effective. The control and regulation of public passenger transport is now vested in the Public Passenger Transport (Corporate Area) Control Board.

Approximately the same number of buses as in 1948 are engaged in transportation between various rural and urban districts. There has been, however, a marked increase in the number of goods vehicles, and a growing tendency for larger and heavier vehicles to be used, particularly in the case of vehicles used for the conveyance of petroleum products.

During the year ending 31st March, 1949, 2,554 accidents were reported, resulting in the death of 39 persons and injury to 1,739 others. There were, however, 230 less accidents and 3 less fatalities, although there has been an increase of 2,452 vehicles over the number in the previous year.

POSTAL SERVICES

There are 310 Post Offices and 66 Postal Agencies in Jamaica, of which 243 are Telegraph and Telephone Stations, and 181 are Branches of the Government Savings Bank.

Money Order service is limited to the Capital and important towns in each parish. The number of M.O. Offices in operation is 16.

The inland mails are transported by the Jamaica Government Railway, Private Contractors, and the Public Works Department. The daily mileage covered is as follows:—

Jamaica Government Railway	..	..	604
<i>Private Contractors</i>			
By Motor Vans	..	..	1,227
Animals	..	..	27
Boat	..	..	12
<i>Public Works Department</i>			
By Foot-couriers	..	..	2,056
Animals	..	..	70
			<hr/> 3,906

Steamship (Overseas)

<u>Incoming Mails</u>	<u>Origin</u>	<u>Frequency</u>
Elders & Fyffes, Ltd.	Great Britain, Europe, Asia, Africa	Weekly
Royal Mail Lines	do.	Irregular
Standard Fruit Company	do.	Once per month
Jamaica Fruit & Shipping Company	do.	Twice per month
Alcoa Steamship Com- pany	British West Indies, U.S.A.	Fortnightly
Kirkconnel Brothers	Turks Island	Monthly
Cayman Islands Motor Company	Cayman Islands & British Honduras	Monthly
Canadian National Steamship Company	Canada, Nassau, Bermuda	Fortnightly

<u>Outgoing Mails</u>	<u>Destination</u>	<u>Frequency</u>
Elders & Fyffes, Ltd.	Great Britain, Asia, Europe, Africa	Weekly
Royal Mail Lines, Ltd.	do.	Irregular
Standard Fruit Company	do.	Once per month
Jamaica Fruit & Shipping Company	do.	Twice per month
Alcoa Steamship Com- pany Inc.	U.S.A., Nassau, Ber- muda, Cuba, Haiti, Canada	Fortnightly
United Fruit Company	do.	Irregular
United Fruit Company	Central & South America, Australasia, Costa Rica	Fortnightly
Alcoa Steamship Com- pany Inc.	British West Indies, Dutch West Indies	Fortnightly
Kirkconnel Brothers	Turks Island	Monthly
Cayman Islands Motor Boat Company	Cayman Islands, British Honduras, Rep. of Honduras	Monthly
Canadian National Steamship Company	Canada	Fortnightly

Air Services

The following Companies operate air services through Jamaica carrying mails. Pan American Airways Inc., K.L.M. (Royal Dutch Airlines), British Overseas Airways Corporation, British West Indian Airways, Ltd., Trans-Canada Airlines, British Caribbean Airways and Caribbean International Airways.

P.A.A.—

There are daily services to the North, Central and South American Continents.

K.L.M.

A tri-weekly service to North America, Venezuela, Dutch West Indies and Dutch Guiana.

B.W.I.A.

There are four flights per week to British West Indian Islands. Two per week to British Honduras, Dutch West Indies and Venezuela.

B.O.A.C.

There are four flights per week to South America and to Europe *via* Bermuda and New York.

T.C.A.

A weekly service to Canada *via* Toronto and Montreal.

B.C.A.

There are two services per week to North America and one to the Bahama Islands.

C.I.A.

A weekly service to the Cayman Islands.

TELECOMMUNICATIONS

Telegraph and Telephone Service

The Government Post and Telegraphs System was inaugurated in 1879 with a complement of 47 offices.

There are now 243 Telegraph and Telephone Stations. Wireless sets are in use at Kingston, Montego Bay, Savanna-la-Mar and St. Ann's Bay.

To augment the service, Teleprinter system was instituted on 21st December, 1948. Teleprinter machines are installed in Kingston, Cross Roads, Halfway Tree, Montego Bay, Spanish Town, Morant Bay and Windward Road. The charge for inland telegrams is 1/- for the first 12 words, and a half-penny for each additional word. Press telegrams are granted a special rate of approximately half the above charges.

An all-night, Holiday and Sunday Telegram Service is provided on payment of graduated fees.

Overseas cables are transferred to and from Messrs. Cable & Wireless, being handled over the inland Telegraphs.

The Cable Companies amalgamated in 1936, and in 1937 changed its title to "Cable and Wireless (West Indies), Ltd.", which remains a subsidiary of Cable and Wireless, Ltd. Direct circuits are operated from Kingston to Turks Island, Bermuda, Barbados and Halifax, N.S.

At Halifax, semi-automatic re-transmission is provided to Montreal and London, providing a virtually direct circuit from Kingston to both places. The system also provides direct circuits to Santiago, Cuba; Havana, Cuba; and New York City, also to San Juan and Ponce, Puerto Rico.

An Overseas Radio Telegraph Service is in operation, service being available to:—

United States of America
Canada
Cuba
Mexico
Bahamas
Puerto Rico
United Kingdom

Ship Shore Service—Continuous watch is maintained for ships, and traffic is exchanged on medium and short waves on schedule, providing a means of communication up to a distance of 2,000 miles or more from Kingston. In addition Aeronautical Radio Stations are maintained and operated by Pan American Airways, and the Government of Jamaica which provide communication in connexion with Civil Aviation.

PUBLIC WORKS DEPARTMENT .

There are 2,559 miles 44 chains of main roads in the Island, of which 630 miles are asphalted, the remainder being of water bound macadamised surface.

It is anticipated that, during the year under review, the expenditure on maintenance of main roads, including maintenance of the 700 bridges and numerous culverts and 4,159 Public Buildings, will be in the vicinity of £438,491; including £25,046 for Flood Damage Repairs, and that the expenditure for the construction of Public Works Extraordinary and Minor Works will be in the vicinity of £762,503.

CHAPTER 12—LITERATURE, ARTS, ETC.

HISTORICAL RESEARCH

The West India Reference Library of the Institute of Jamaica continues to serve as the recognized source of information in the Western hemisphere for all engaged in historical research concerning the Caribbean.

This unique library, together with the Colonial Archives housed for the present in Spanish Town, represents an unparalleled depository of books, manuscripts, maps, newspapers and periodicals relating to Jamaica, the West Indies, Central America and West Africa.

The services afforded by the library include the making available of material to local and foreign researchers who apply in person, and the supplying of information in answer to queries received daily from all parts of the world.

Among the more outstanding research undertakings pursued in the library during the year was that done by Miss Mildred Dankeefson, graduate of Clark University, U.S.A. for a doctoral dissertation on recent trends and problems in the economic geography of Jamaica. Mr. A. F. Wells, who came to Jamaica under a Colonial Development and Welfare Research Scheme also made use of the library in tracing the growth of friendly societies in Jamaica. Other subjects of inquiry pursued in the library were: Historical background for a novel to be called "Pirate Queen"; early eighteenth century trade between Jamaica and Colombia; the Cayman Islands—research for a doctoral dissertation in geography at the University of California; freemasonry in relation to the independence of Colombia; Human geography of Jamaica and the Cayman Islands; History of early education in Jamaica; the origins of and the influences on the dance in Jamaica.

In addition to the Reference Library, there is an Historical Gallery in the Institute's Museum building, of interest and value to both visitors and students of history. This Gallery contains a large, varied collection of archaeological remains, coins, medals, portraits, engravings, weapons and other historical objects covering the different periods of Jamaican history. Amongst the more interesting of these are the Arawak remains, the Spanish carvings excavated at the site of Seville the first capital of the Island and dating from about 1530, the slavery relics, and the famous "Shark Papers" which, recovered by chance from a shark's maw, led to the condemnation of the Brig "Nancy" at Kingston in 1799.

The Jamaica Historical Society, formed in 1943 "for the pursuit and encouragement of the objective study of history in Jamaica", makes a significant contribution to historical activity. The Society continued its regular series of weekly broadcasts on alternate months by members over the local Government Broadcasting Station, ZQ1; offered a shield entitled the "Vendryes Shield" for competition amongst the secondary schools of the island and will shortly publish the fourth number of its official organ, "The Jamaican Historical Review".

During the year Professor V. T. Harlow, Beit Professor of the History of the British Empire at Oxford University, visited the island on an intensive two weeks lecture tour under the auspices of the British Council. Professor Harlow lectured on West Indian history and Commonwealth relations. Professor Harlow also met the West Indian History Committee which was formed in the previous year to promote the teaching of West Indian history in Jamaican schools. The Committee is awaiting the publication of some proposed textbooks of West Indian History before taking any further step.

LIBRARIES

The West India Reference Library

During the year the staff was increased by the addition of Miss Beryl Fletcher who had taken a course in librarianship at Loughborough College School of Librarianship, England.

The reclassification and recataloguing of the library has of necessity proceeded slowly due to the smallness of the staff but a beginning has been made with the use of printed Library of Congress cards and it is hoped that continued use of these will expedite the process.

The research work done in the library has been dealt with in the section on Historical Research.

During the year a number of interesting and valuable acquisitions were made. Among these was a series of eight fine manuscript plans of Port Antonio harbour and its environs, in the third decade of the eighteenth century, showing the proposed military and naval fortifications and buildings and the harbour soundings.

General Library

The subscription to the Institute of Jamaica is 5/- per annum and entitles members to the use of the General Library. Sustaining members pay £1. 1. 0 per annum and receive additional privileges. Life members pay £2. 2. 0.

The General Library contains approximately 27,386 books and book circulation during the year amounted to 129,736. The Library has 8,799 members.

LITERATURE

The most outstanding publication for the year was Victor S. Reid's novel "New Day", published by Alfred Knopf of New York. The story is of a Jamaican family from the closing of one day in 1865 to the beginning of another day in 1944. Louise Bennett also published a very witty volume entitled "Jamaican Dialect Poems".

The Jamaica Branch of the P. E. N. Club has continued its regular monthly informal meetings at which lectures are given. The Quarterly Executive meetings have also been regularly held. This Club has assisted local authors in many ways and entertained visiting members.

The Jamaica Branch of the P. E. N. Club was represented by Mr. Martin Blake and Mr. C. V. Black at the Annual Congress of the International P. E. N. Club at Venice in September, 1949.

The Readers and Writers Club was resuscitated in June through the efforts of Miss Una Marson, and has met regularly on Wednesdays of every week for discussions and lectures.

The Poetry League of Jamaica which is now in its twenty-seventh year continues to sponsor interesting lectures, and in co-operation with the Jamaica Arts Society and the Central Branch Old Students' Association sponsored the Annual All Schools and All Jamaica (Open) Elocution Championship. The League plans to resume publication of its Yearbook and has some literary projects of importance to Caribbean literature in hand.

ART

The following Exhibitions were on show in the Art Gallery of the Institute of Jamaica during 1949:—

- (1) Annual Art Exhibition.
- (2) Exhibition of Paintings by Vera Alabaster and Carved Tortoise Shell by Lis Hofman-Bang.
- (3) Spring Exhibition of Paintings by Rhoda Jackson.
- (4) Exhibition of Reproductions of Paintings by British Artists.
(Sponsored by the British Council).
- (5) Exhibition of Painted Photographs by Florence Farmborough.
- (6) Exhibition of British Guianese Photography.
(Sponsored by the British Council).
- (7) Exhibition of Paintings and Drawings by Gloria Escoffery.
- (8) Exhibition of Sadlers Wells Ballet Photographs.
(Sponsored by the British Council).
- (9) Exhibition of Gifts from the People of Jamaica to S. S. Jamaica.
- (10) Exhibition of Work by Institute Art Students.
- (11) Exhibition of Photographs of Jamaican Scenes by Eric Deuchars.
- (12) Exhibition of Jamaican Crafts.

ART CLASSES

The Art Classes at the Institute of Jamaica were continued for two terms during the year. Twelve classes a week were held in the Art Rooms of the Junior Centre of the Institute in East Street.

The Classes were suspended for the Christmas Term owing to inadequacy of funds.

JUNIOR CENTRE — EAST STREET

During 1949 the East Street Junior Centre, which offers full library facilities to a membership of 3,000 young people between the ages of ten and eighteen, issued 42,684 books.

The following extra-library activities took place at the Centre:

4 Lectures—

Shakespeare's "Hamlet" by Nora Bremner
 "The Olympic Games" by H. O. A. Dayes
 University College—Question Time by P. M. Sherlock
 "Music for Youth" by Robert Verity

12 Film Shows

4 Inter-schools Debates

Weekly Story Hour

JUNIOR CENTRE — HALF-WAY TREE

During the year the Half-way Tree Junior Centre—a membership of 1,100—issued 28,820 books.

The following extra-library activities took place at the Centre:

5 Lectures

16 Film Shows

4 Debates

7 Story Hours

MUSIC

The series of Lunch Hour Concerts organized by the Institute of Jamaica were presented during 1949 and continued to attract enthusiastic audiences. Special Piano Recitals were given by Dr. Salvador Ley of Guatemala and Mr. Colin Smith of Great Britain.

The Institute of Jamaica in collaboration with the British Council and the Education Department presented nine concerts for children of the Elementary schools. The Concerts took place at the Ward Theatre in Kingston and 9,000 children had the opportunity of hearing a concert during the year.

The Gordon String Orchestra, conducted by Tom Murray, Mus. Bac. (Music Officer: British Council) gave two concerts during the year.

A Musical Festival organized by the Musical Society of Jamaica was held in November, 1949. The adjudicator was Mr. Shepherd Munn. Frederick Fuller, Baritone of London, visited the island and gave a series of recitals and lectures in Kingston and the country.

Mr. Fuller's visit was sponsored by the British Council.

The Little Theatre Movement has produced in the course of 1949, "Noah" by Andre Obey, with a Jamaican Cast, and a Jamaican Pantomime "Busha Bluebeard and Brer' Anancy", by Louise Bennett and Noel Vaz.

Shakespeare's "Tempest" was scheduled for Bournemouth Gardens in March, and though in rehearsal had to be withdrawn as the financial risk was too great. "The Inspector Calls" by J. B. Priestley, was well underway for presentation in October with Mr. Robert Adams in the title role. This, unfortunately, had to be cancelled.

The Little Theatre Movement Producer, Mr. Noel Vaz, assisted in two small club productions and was in charge of a fortnight's Drama Course at Knox College Summer School.

There has been considerable activity among dramatic societies in the Corporate area and, among others, the Surrey Players and the Caribbean Thespians have produced several musical comedies and plays.

The Port Antonio Adult Education Group and the Brown's Town Festival of Music and Drama both included Drama Competitions in their festivals, for which there were many entries.

The Extra Mural Department of the University College ran a fortnight's Drama School at the Mona Campus in September and are planning regular evening classes for those interested in all departments of the Theatre.

NATURAL HISTORY

The Science Department occupies the ground floor and the eastern part of the basement of the Museum Building of the Institute of Jamaica. It has plans for expansion to take over the entire building. The department serves, with steadily increasing efficiency, as a clearing house for scientific information, as an agency for Natural History propaganda, as a centre for investigation and research, and as a depository for scientific records and specimens.

The large gallery to the right of the Museum entrance, deals with plants and animals. This gallery was opened to the public on July 3rd, 1945. The exhibits give a comprehensive survey of the Plant and Animal kingdoms using Jamaican examples to illustrate the various groups. The showcases are constructed of local woods and provide

an exhibition in themselves. Over 200 different Jamaica grown woods are displayed as panels below the showcases. Apart from the main survey there are special exhibits on seaweeds, ferns, grasses, fungi, palms, seed dispersal, mosquitoes, bird migration and sponges. In preparation is an extensive survey of flowering plants. There are many gaps in the Animal Surveys and a number of the exhibits have suffered from climatic conditions making replacement desirable. Developed during the War, the Museum from the outset, has been extremely handicapped by the lack of essential equipment and a very limited staff. As each study collection improves and with the assistance of visiting scientists, the Jamaican flora and fauna gradually is becoming better known and in the course of time new exhibits can be presented. The displays of several groups including butterflies, reptiles and marine molluscs may be considered quite representative.

To the left of the Museum entrance a gallery devoted to geology and allied subjects is being prepared. Here again the educational function of the Museum is being stressed. The exhibits will tell the story of rocks and earth formations, they will explain the presence and formation of fossils and show their significance. A survey of minerals will give an idea of the characteristics of the more important ores. The geological and mineral surveys will not be confined to Jamaica, which is limited geologically, but they will be world-wide in scope and application. Special exhibits of Jamaican rocks, minerals and fossils are being prepared. Also in preparation are wall exhibits on erosion and its control, earthquakes, volcanoes, and weather.

The Museum also maintains a small collection of live animals in the Institute gardens. The exhibits include Crocodiles, Pond Turtles, Mongoose, Yellow Snakes, Iguanas, Jamaica Conies, Pelicans, Boobies, Doves, Pigeons, Parrots.

Study collections are growing rapidly and specialists abroad are assisting by studying material, especially in insect and plant groups. Facilities for preservation and storage are constantly improving and extending.

Visiting scientists are coming more and more frequently to Jamaica now that the Institute Museum has become established and regained some of the prestige and confidence that it commanded before the 1907 earthquake, which destroyed the buildings.

Amongst the research workers who came to Jamaica during 1949 were Dr. G. B. Fairchild and Dr. H. Trapido of the Gorgas Memorial Laboratory, Panama, pursuing a survey of the medically important flies of the genus *Phlebotomus*; Mr. M. K. Jacobson of New York and Sr. O. Alcalde Ledon of Cienfuegos, Cuba, conducting preliminary field work for their study of Jamaican land mollusca; Mr. James Bond of the Academy of Natural Sciences of Philadelphia, continuing his work on West Indian birds; Mr. G. M. Stockley, one-time Assistant Government Geologist for Jamaica and now Chief Geologist in Tanganyika, pursuing research on water supply in southern Clarendon; Dr. L. R. Rives of the University of Miami, surveying fresh water fishes of the "tickly-tickly" type. Dr. R. W. G. Dennis, mycologist from Kew, England, collecting and studying fungi; Dr. R. Reinhardt, paleontologist of the University of California, Dr. W. Hummelinck, Chief Biologist for the Dutch West Indies Biological Survey, and Mr. H. W. Woolsey of Kent, Connecticut, continuing his studies of Jamaican marine mollusca which he has been pursuing during the winter months for several years.

The Museum has established firm contact and association with the biologists on the staff at the University College of the West Indies. Every effort is being made to establish and develop mutual assistance. Professor W. F. Harper has commenced a study of the Aboriginal remains in the Museum collection. These rather extensive remains have not previously been examined and it is believed that they will prove valuable material for Physical anthropological research on the Jamaican aborigines.

A new wing is being added to the Museum building to provide additional staff facilities and storage space. The newly established Geological Survey will make its headquarters on the top floor of this wing. This survey, sponsored by the Colonial Office and financed by Colonial Development and Welfare, is commencing a seven year programme which will result in a comprehensive geological survey of the Island.

A Science Library has been developed in connection with the Museum. It now contains over 6,000 volumes apart from reprints and journals. An exchange of publications with Institutions abroad is being built up. During 1949 two publications were issued, the second edition of "Glimpses of Jamaican Natural History" Vol. 1 and Science Bulletin No. 4 entitled "Mosquitoes of Jamaica" by Rolla B. and Claire MacDowell Hill.

The Natural History Society of Jamaica founded January, 1941, has been developed with the stimulus and facilities of the Science Museum. The Society makes the Museum its headquarters. A mimeographed journal "Natural History Notes" is produced bi-monthly at the Museum. Among the activities of the Society have been the arranging of field trips to various parts of the Island and a summer camp of two weeks duration in the heart of the Blue Mountains. Also the Society sponsors a monthly radio programme over the local station in the form of a Question Box on Natural History subjects.

The Matley Natural History Competition is supervised annually by the Museum. This Competition was founded by Dr. C. A. Matley, Government Geologist for Jamaica 1924-26, who left a sum of money, the income from which has been used for awards in the Competition.

The Wild Life Protection Committee, under the Chairmanship of the Conservator of Forests, is a standing Government Committee to advise on matters concerning Wild Life Legislation and Protection.

THE BRITISH COUNCIL

The British Council is an organization established by the Foreign Office in 1934 and incorporated by Royal Charter. It derives its funds from the British Treasury. In foreign countries it works for the promotion of international understanding by spreading a knowledge of British culture and the British way of life and fostering a greater knowledge in Britain of the culture of foreign countries. In a British country, like Jamaica, its work is clearly different so that, while the Council encourages an interchange of ideas and the promotion of a better understanding between Great Britain and this Colony, it is primarily concerned with assisting in a balanced cultural development, working wherever possible through existing institutions and organizations.

The Council works in close association with the Institute of Jamaica to which it gives financial and other assistance. It has also provided the funds for the building of the Extension to the Junior Centre.

The Manchester Free Library was organized and catalogued through the assistance of the Council.

The Council has also contributed to the establishment of other parish libraries and has provided nuclear Reference Libraries for secondary schools and Practical Training Centres.

An offer by the Council of £70,000 towards the cost of an island-wide library service in Jamaica was responsible for the Jamaica Library Service, full details of which are shown under a separate heading. The chief professional staff of the Library Service are British Council Officers.

It has helped to foster the dramatic movement in Jamaica and by the sponsoring of presentation of prizes in Drama Festivals and by subsidizing the work of The Little Theatre Movement.

In addition, scholarships and bursaries are provided.

A central collection of documentary films and a similar central collection of recorded music have been formed, for use throughout the Island, at British Council House in Kingston. The Montego Bay Musicians' Society, the Manchester Musicians' Guild and musical societies in Kingston have been formed under its auspices. Recitals of recorded music are held fortnightly and broadcasts are given bi-monthly by the Music Officer in a weekly series. Assistance has been given to artists by providing materials and by help in the organization of exhibitions. The British Medical Bulletin and Science News and other periodicals are distributed to appropriate organizations.

Headquarters: 3, Hanover Street, London, W. I.

Representative in Jamaica: Martin Blake. British Council House, 13 East St., Kingston.

Assistant Representative: C. W. Fyfield.

Music Officer: T. Murray, Mus. B.

Administrative Officer: Miss M. Gentry.

PART III

CHAPTER I—GEOGRAPHY AND CLIMATE

The island of Jamaica is situated in the Caribbean Sea between 17° 43' and 18° 32' N. Lat., and 76° 11' and 78° 20' 50'' W. Long., about 4,120 miles to the south-west of England, 100 miles west of Haiti, 90 miles south of Cuba, 445 miles north of Carthage, and 540 miles from Colon.

The greatest length of Jamaica is 148 miles and its greatest width is 52 miles while its least width (from Kingston to Annotto Bay) is 22½ miles; its area is 4,411 square miles or 2,823,174 acres.

The Turks and Caicos Islands and the Cayman Islands are Dependencies of Jamaica. The Turks and Caicos Islands, with a population of 6,148, lie between 21° and 22° North and between 71° and 72° 50' West, about 450 miles to the north-east of Jamaica; they comprise several small islands and cays, the largest of which is about 10 square miles in area, and six of which are inhabited. The Cayman Islands, with a population of 6,762, which comprise three islands, namely, Grand Cayman, Little Cayman and Cayman Brac, are situated between 19° and 20° North and 79° 83' and 81° 30' West, about 120 miles north-west of Jamaica; the largest, Grand Cayman, is about 90 square miles in area.

The island of Jamaica is divided into three counties and fourteen parishes namely:—

COUNTY OF SURREY		COUNTY OF MIDDLESEX		COUNTY OF CORNWALL	
Parish	Square Miles	Parish	Square Miles	Parish	Square Miles
Kingston and Port Royal	10. 10	St. Catherine.	483. 27	St. Elizabeth	474. 44
		St. Mary ..	254. 04	Trelawny ..	352. 55
St. Andrew ..	181. 3	Clarendon ..	467. 89	St. James ..	240. 61
St. Thomas ..	300. 17	St. Ann ..	481. 05	Hanover ..	177. 08
Portland ..	328. 53	Manchester ..	339. 79	Westmoreland	320. 39
Totals ..	820. 1		2,026. 04		1,565. 07
				Grand Total	4,411. 21

The geological formation of the Island consists of igneous rocks overlaid by several distinct formations. These include white and yellow limestone; carbonaceous shales; metamorphosed, porphyritic, granite and conglomerate rocks and alluvial deposits.

The surface of the Island is mountainous; of the total area 4,411 square miles only about 891 square miles (or 570,635 acres) are flat, consisting of alluvium, marl and swamps. The highest peak of the Blue Mountain range in the centre of the Island, is 7,402 feet above sea level. There are twenty-six other principal peaks or spurs ranging in height from 1,500 to 6,000 feet.

The Island also possesses many rivers and springs, the majority of which rise in the central mountain area ranging from east to west of the island, and flow northward or southward to the coast. The chief of these are the Black River (44 miles long), the Rio Minho, the Rio Cobre, the White River, the Plantain Garden River and the Rio Grande. Most of these rivers, however, have a rapid fall and only a few are navigable. There are also several mineral springs, the best known of which are the radio-active waters of Milk River Spring in Clarendon and the sulphur springs at Bath in the parish of St. Thomas.

The largest and most important of the many harbours is at Kingston the capital, one of the finest natural harbours in the world. This harbour has a total area of some sixteen square miles, of which some seven square miles have a depth of from seven to ten fathoms.

The average annual rainfall is about 77 inches, ranging from about 30 inches in the extreme mid-south to over 100 inches in the north-east. The temperature ranges from 80° to 86° at the sea coast to 40° to 45° in the highest mountain resorts.

CHAPTER 2—HISTORY

In prehistoric times Jamaica was inhabited by a people of Amerindian stock called the Arawaks. They appear to have been a mild and inoffensive people of a very primitive way of life who fell an easy prey in the other West Indian Islands to the Caribs, and in Jamaica, after the discovery of the Island by Columbus in 1494, to the Spaniards. It is clear from the Spanish records that they had exterminated the Arawaks completely by the middle of the seventeenth century.

The Spanish occupation of Jamaica lasted for over a century and a half and yet there is little more evidence of the Spaniards in Jamaica today than of the Arawaks whom they destroyed and supplanted. There are many Spanish place-names (such as Santa Cruz and Savanna-la-Mar) but there are no remains of buildings of any consequence other than the beautiful but fragmentary sculptures which have survived from the ancient capital of Nueva Sevilla, abandoned in 1534. When the riches of Mexico and Peru were opened up by the conquistadores, the Spaniards flocked to the mainland from the island Colonies. Jamaica in fact, became little more than a supply base for expeditions to the mainland of America and the population which had never been very great dwindled to an insignificant and impoverished community (principally engaged in rearing cattle and pigs) which offered little resistance to the English invasion under Admiral Penn and General Venables in 1655.

With this date the modern history of the Jamaican people may be said to begin. The last attempt to recover the island for Spain collapsed and the last remnant of the Spaniards left Jamaica from Runaway Bay in 1660. The Spaniards had imported slaves from Africa most of whom they took with them when they left Jamaica but a small number remained in the mountains of the interior and formed the nucleus of the Maroons.

Of the present Jamaican community, however, the founders and pioneers were the colonists who came from England, Wales and Scotland and Ireland and settled in the Island in the seventeenth century. They came as settlers, making homes for themselves in a new and undeveloped country. They brought with them their religion, their language, architecture, culture and customs, and their systems of central and local government, of roads and of public services, and thus laid the foundation of the political and social structure of Jamaican life.

There was a brief period of military government, but as soon as colonists had settled in Jamaica in considerable numbers this temporary administration was superseded by a form of government, based upon the commission and instructions issued by Charles II in 1661 and 1662, consisting of a Governor appointed by the Crown acting with the advice of a nominated Council, and a legislature of Governor, Council and representative Assembly. In 1663, it was decided "to cause an Assembly of thirty freeholders to be fairly chosen in the several quarters of the Island" and this Assembly first met in 1664. From the beginning, this Assembly regarded itself as the equivalent in Jamaica of the House of Commons in England. The early history of the Constitution in Jamaica is concerned, to a very large extent, with a three-cornered struggle between Governor, Council and Assembly. The Assembly was engaged in a dispute with the home Government for the first 65 years of its existence over the question of revenue.

It was finally agreed in the Revenue Act of 1729 (which has been called the Magna Charta of Jamaica) that, in return for a permanent annual grant of £8,000 to the Imperial Government from the Assembly, it should be enacted that "all such laws and statutes of England as have been at any time esteemed, introduced, used, accepted or received as laws of this Island, shall and are hereby declared to be and continue laws of His Majesty's Island of Jamaica forever".

This constitution of the King (represented by the Governor) an Upper and a Lower House, modelled as closely as possible upon the English Parliament, lasted, with slight modifications, for two centuries.

The system evolved by the Tudor monarchs, in England by which the Church and the local Magistrates carried out the work of local Government and many of the functions which would now be classed as social services was transplanted bodily to Jamaica. Parishes were established both as ecclesiastical and civil units. The Vestry as in England, served both as a Church Committee and a parish parliament. The system of local government which provided for the maintenance of the Church and the poor was laid down in the Act of 1681. Public workhouses and gaols were established early and provision was made for public health, roads, postal services, the preservation of order, public safety and protection from fire. No state system of education existed in the early days but 218 legacies for the Church, the poor and for education were left between 1667 and 1736 and many of the existing secondary schools are founded on the benevolence of early colonists.

There were two conflicting economic policies in West Indian Colonisation in the seventeenth century. In the earliest days the Colonists (like those in the mainland colonies of Virginia and New England) had relatively small holdings which they worked with the labour of their own families and servants brought with them or imported from England. They grew tobacco, cocoa, indigo, and, to a small extent, sugar. From about the year 1640, however, settlers in Barbados and other islands began to see the possibilities of large scale sugar production. This movement fundamentally altered the nature of English colonisation in the West Indies and changed the whole structure of society and the balance of population. Jamaica was colonised at the period when this change was taking place and it soon became clear that, instead of having a numerous European population of small holders, Jamaica was to become a country of large sugar estates employing African slave-labour in large numbers with a small and diminishing European population.

Shortly after the English conquest, Jewish refugees from Spain and Portugal came to settle in Jamaica where they were free from persecution. They soon established themselves as an important element in the population, particularly in the towns where they engaged in trade.

The colonists and the slaves constituted entirely distinct social groups, separated not so much by race as by the rigid economic structure of an artificial society. It is this unnatural dualism in Jamaica social development in the past which prevented the people from being in any true sense a real community before 1838 and which furnishes the key to many of the evils and anomalies of Jamaican history.

England was a late comer in the African slave trade in which the first European nation to engage was Portugal. By 1713, however, the monopoly had passed to Britain and thousands of slaves were brought to the West Indies from Africa during the eighteenth century. A large number came from the Gold Coast and most of the few African words surviving in Jamaican speech and most of the folk-lore are of Ashanti origin. The two main streams in Jamaica culture derive from the British Isles and from the West Coast of Africa and Jamaican music which often combines English tunes with an African rhythm provides a good example of the blend which has taken place.

Slave ownership was governed by Slave Laws. At first these were principally concerned with protecting the interest of the owner but they gradually evolved until, in the period which immediately preceded Emancipation, the protection of the interests of the slaves had been given greater emphasis.

The motive power for the abolition of slavery had its origin in England and was part of a general humanitarian movement. As a result of the efforts of such men as Grenville, Sharp, Clarkson, Wilberforce, Pitt, Burke and Fox, the slave trade was abolished in 1807 and, finally, slavery itself was abolished on August 1834, by an act passed by Parliament the previous year. After four years of apprenticeship, complete freedom was declared on August 1st, 1838. As has been suggested above, the history of the Jamaica community, in its fullest sense, may be said to have begun at that date.

The years which followed Emancipation were of vital importance in the integration of the Jamaican social structure. Unfortunately, the House of Assembly gave little or no lead or help in this process. No group of men did more to help the Jamaican people at this critical time than the missionaries of the non-conformist churches. They built chapels and schools and taught the people and their children and they helped the newly freed peasantry to settle on the land by buying estates and cutting them up into lots of suitable size. As a result, the estate ceased to be the main social unit and the population started to reform itself into new communities in new settlements. This process was made easier owing to the temporary collapse of the sugar industry which had been the great staple in Jamaica during the eighteenth century. This collapse had been brought about by various causes. Perhaps the most important was the loss of the artificial labour supply through the abolition of slavery and the resultant competition of "slave grown" sugar. Another was the introduction of Free Trade in Great Britain in 1846 which meant the end, for the time being, of preferential treatment in the British market. The situation was also affected by the evils of absentee proprietorship.

Although the immediate effects of these causes were largely beneficial to the peasantry of Jamaica, the ultimate effect, coupled with the dislocation of trade resulting from the American Civil War in the sixties of the nineteenth century was to bring about a period of acute economic depression. The resultant unrest found an outlet in riots in the parish of St. Thomas in 1865, which were put down with severity by Edward John Eyre, the Governor at that date.

In January, 1866, the House of Assembly, which had voted its own abolition, sat for the last time after a history of over two hundred years. A form of Crown Colony Government took the place of the old constitution and the Parish Vestries were superseded by Municipal

Boards which in turn gave way to Parochial Boards. These constitutional changes made possible a number of important reforms which were initiated by Sir John Peter Grant and succeeding Governors. An Island Medical Department and a Government Medical Service were established, an Island Constabulary was organized and a Public Works Department was set up. A scheme for the supervision and inspection of elementary schools was drawn up and embodied in the Regulations of 1867 which form the basis of the educational system of the Island. The Jamaica Schools Commission was created in 1879 and the Board of Education in 1892; the Institute of Jamaica for the encouragement of literature, science and art was founded in 1879. Poor relief was put on a new basis by the Law of 1886. The country was developed by the opening up of new roads and the extension of the railway. Towards the end of the nineteenth century the banana trade brought new prosperity to Jamaica and by 1937, nearly 27 million stems were being exported annually, while with the renewal of the preference system, the sugar industry revived.

As a result of the shortage of labour in the years following Emancipation, encouragement was given to the immigration of small numbers of Irish, German and free African labourers. A more successful measure, was the introduction of indentured labourers from India. Many of these settled permanently in Jamaica and there was later a limited immigration of Chinese who became shopkeepers, principally in the country districts, and Syrians who established themselves as merchants in the towns.

In 1907, occurred the worst earthquake in the history of Jamaica since that of 1692 which had destroyed Port Royal. Kingston was largely destroyed and some 800 people were killed. The rapid restoration of order and of normal life generally was largely due to the character and administrative genius of Enos Nuttall, Archbishop of the West Indies.

A rapid increase in population and the disastrous onslaught of diseases upon banana cultivations were amongst the various causes which brought about another period of economic depression causing unrest which culminated in riots in 1938. A local Commission of investigation was soon followed by the appointment of the West India Royal Commission under the Chairmanship of Lord Moyne.

The establishment of Jamaica Welfare in 1937 has been the principal event in the recent history of social welfare but many other important developments in the spheres of social and cultural life took place in the year or two preceding the war.

A new tendency became apparent to combine for common ends, and this led, in the political field, to the formation of parties, in the economic field to the development of co-operatives, and in the industrial field to the formation of trade unions. At the same time the tempo and complexity of political and economic life increased and coincided with a new realization of the responsibilities and opportunities of the people and of the need to tackle the problems of the future as a single community.

CHAPTER 3—ADMINISTRATION

CONSTITUTION

In 1944, Jamaica was granted a new Constitution which allows a much wider measure of self-government. The constitution then existing which was a modified form of Crown Government—the Colony was administered by the Governor with the advice of a Privy Council (all officials or nominees of the Governor) and with the aid of a Legislative Council presided over by the Governor and in which there was a majority of official members and nominees of the Governor—was replaced by one in which there are four principal Bodies, one of which, the Executive Council, containing an equal number of official and elected members, is the principal instrument of policy. The House of Representatives is wholly elected.

These four bodies are:—

The Privy Council

The Executive Council

The Legislative Council

The House of Representatives

The new Constitution which was brought into effect on the 20th of November, 1944, by His Majesty's Order in Council of the 27th of October, 1944, "The Jamaica (Constitution) Order in Council, 1944", and supported by new Letters Patent and Instructions to the Governor, which also took effect from the same date, provides as follows:—

PRIVY COUNCIL

This Council consists of the Colonial Secretary, the Officer Commanding the Troops (if not below the rank of Lieutenant-Colonel) the Attorney General, the Financial Secretary and Treasurer, and two Nominated Members, who must be persons not holding office of emolument under the Crown and who vacate their seats at the end of three years.

The functions of this Council are to advise the Governor in relation to the exercise of the Royal Prerogative (i.e., in the remission of sentences of death or imprisonment), and the discipline of the Civil Service.

EXECUTIVE COUNCIL

This Council consists of the Governor as Chairman, three Official Members (the Colonial Secretary, the Attorney General and the Financial Secretary and Treasurer), two Nominated Members, (who must be members of the Legislative Council, but must not hold office of emolument under the Crown, and who are nominated by the Governor) and five elected members (who shall be Members of the House of Representatives, elected to the Council by the House). The Governor has a casting but not an original vote.

This Council is the principal instrument of policy, and also prepares the Annual Estimates of Revenue and Expenditure and all Supplementary Estimates of Expenditure before their introduction into the House of Representatives. In the formation of policy and in the execution of all other authorities and powers conferred upon him, except those conferred by Articles 10, 11 and 12 of the Letters Patent, the Governor is required to consult with the Executive Council, (save in certain events specified in Clause 13 of the Instructions) and act in accordance with the Council's advice.

Although not provided for in the Constitution the various subjects which form the work of the several Government Departments, have been divided into five main groups as indicated below and each of the five Elected Members of the Executive Council, who are now designated Ministers, has been assigned one of these groups and is responsible in the House for matters affecting the Government Departments which deal with the subjects assigned to him:—

1. Finance and General Purposes
2. Communications
3. Agriculture, Lands and Commerce
4. Education
5. Social Welfare

The Council has appointed a Committee of the Council known as the Estimates Committee, which considers all financial matters coming before the Council and reports to the Council thereon. The Committee is under the Chairmanship of the Financial Secretary and Treasurer. During the year a committee of the Council known as the Administrative committee was added to consider matters of minor importance and so free the Council to deal with matters of major policy.

LEGISLATIVE COUNCIL

This Council consists of 3 ex-officio Members (The Colonial Secretary, the Attorney General and the Financial Secretary and Treasurer), not more than 2 Official Members (who must be persons holding office of emolument under the Crown) and not less than 10 Unofficial Members nominated by the Governor (who must not hold any office of emolument under the Crown). The Council elects one of its Members (who must be one of the Unofficial Members, who is not a Member of the Executive Council) to be its President.

The functions of this Council are, in the main, the consideration of legislation passed by the House of Representatives. Save in certain exceptional cases where the Governor with the consent of the Executive Council and the Secretary of State may exercise an over-riding power (section 47 of the Order-in-Council) all Bills must be passed by the Legislative Council before they can become Law.

HOUSE OF REPRESENTATIVES

The House of Representatives consist of 32 Members, one from each of the 32 constituencies into which the Island is divided. Election is for a period of five years, on the basis of adult suffrage.

The House elects a Speaker from among its Members, and five members to serve as Elected Members of the Executive Council, who are designated Ministers. The House has in general all the powers given by the existing Laws to the previous Legislative Council. Save in certain exceptional cases where the Governor, with the consent of the Executive Council and the Secretary of State, may exercise an over-riding power (section 47 of Order-in-Council) all Bills must be passed by the House of Representatives and the Legislative Council before they can become Law. The Annual Estimates of Expenditure and Supplementary Estimates of the Colony are also subject to the approval of the House. Any question may be debated in the House, but no Bills, which is certified by the Speaker to be a money measure, or intended to implement the policy of Government, may be introduced without the approval of Executive Council.

In accordance with the arrangement indicated previously, five standing Committees of the House have been appointed one to advise on each of the five groups of subjects referred to in that paragraph, i.e.,

Finance and General Purposes
Communications
Agriculture, Lands and Commerce
Education
Social Welfare.

The Chairman of these Committees, none of whom may be Ministers, form in turn a Joint Committee for the control of the internal affairs and business of the House. There is also a Standing Finance Committee of the House, consisting of all members, to consider financial matters.

Meetings of the Privy and Executive Councils are held at King's House or in the Secretariat, and a Secretariat officer serves as Clerk to both of those bodies. Meetings of the House of Representatives and Legislative Council are held at Headquarters House, and these bodies which sit at different times are served by the same clerk who is legally qualified and is assisted by a Deputy Clerk and necessary subordinate staff.

JUDICIAL ORGANIZATION

Justice is administered by three principal Courts, i.e., the Supreme Court, the Resident Magistrates Courts, and the Courts of Petty Session, the functions of which are given in Chapter 9.

The Supreme Court consists of the Chief Justice and three Puisne Judges—who sit individually in Chambers, on Circuit or in a body of three as a Court of Appeal. The staff of the Court consists of a Registrar, Deputy Registrar and 24 others.

Resident Magistrates Courts

There are eighteen Resident Magistrates who must be legally qualified, four of whom are assigned for duty in the parish of Kingston, two in the parish of St. Andrew and one in each of the remaining parishes except in Port Royal. Each parish possesses a Head Station with a Clerk of Courts and staff and (except Kingston) district Stations suitably distributed, at which courts are held regularly.

ADMINISTRATIVE ORGANIZATION

The official work of the Colony is carried out through some 38 Government Departments under the control of the Governor as exercised through the Secretariat, the latter being the centre of administration and serving both as a clearing house for advice and information as well as a means of relaying and executing Government decisions as made by the Governor, the Governor in Privy Council and the Governor in Executive Council.

The Governor's staff consists of a Private Secretary and A.D.C. while the Secretariat is comprised of the Colonial Secretary, Deputy Colonial Secretary, 6 Assistant Secretaries or officers of equivalent rank, and 74 others. The more important Heads of Departments are:—

- The Attorney General
- “ Financial Secretary and Treasurer
- “ Director of Education
- “ Director of Public Works
- “ Director of Medical Services
- “ Director of Agriculture
- “ Commissioner of Lands
- “ General Manager, Jamaica Govt. Railway
- “ Commissioner of Commerce and Industries
- “ Collector General
- “ Commissioner of Police
- “ Postmaster General
- “ Crown Solicitor
- “ Auditor General
- “ Labour Adviser

THE DEPENDENCIES

The Administration of the two Dependencies, namely, The Turks and Caicos Islands and The Cayman Islands which are situated to the north-east and north-west of the Colony, respectively, is carried on by a Commissioner in each, under the control of the Governor. The Commissioners are each assisted by some six Heads of Departments and other staff. Annual Reports covering the dependencies are issued separately.

LOCAL GOVERNMENT

The Island is divided into 14 parishes, two of which, namely Kingston, which is also the capital city, and St. Andrew, are amalgamated for local Government purposes under a corporate body known as the Kingston and St. Andrew Corporation, with a Mayor and Council; local affairs in the other parishes are administered by Parochial Boards, one in each parish.

The Council of the Kingston and St. Andrew Corporation consists of, the Mayor and eighteen others, of which eight, namely, the Custodes and Members of the House of Representatives for the two parishes are ex-officio, eight are elected and two are co-opted Aldermen. A Parochial Board consists of from twelve to eighteen members, of which the Custos and the Members of the House of Representatives are ex-officio and the remainder are elected. These bodies are elected every three years, but owing to the war no general elections were held between 1937 and 1947. The last Parochial election was held in 1947 and the next is to be held in 1950.

In 1943, Mr. L. C. Hill, C.B.E., General Secretary of the National Association of Local Government Officers visited Jamaica for the purpose of making recommendations for the reform of its local Government and administration. His report recommended elections on the basis of adult suffrage as in the case of elections to the House of Representatives and it is on that basis that Parochial Elections are held. Another of Mr. Hill's recommendations, that is, for the creation of a separate Division of the Secretariat to deal with Local Government affairs, was put into effect in late 1946—the establishment of this

Division which consists of an Assistant Secretary and eight others has already resulted in a marked improvement in the handling of local Government affairs in the Secretariat, and in the relations between Central Government and Local Government Bodies.

The Kingston and St. Andrew Corporation and the Parochial Boards, are responsible for the administration of all Local Government matters, the most important of which are the maintenance of water supplies (except in the Corporate Area where this is under the control of a separate body, the Water Commission), municipal and parochial roads, public health and sanitation, markets and the administration (under the guidance of the Board of Supervision) of poor relief. Control of these bodies, financial and otherwise, is however exercised by Central Government through the Secretariat, their annual budgets, the expenditure of their funds and decisions on all large issues being subject to the approval of the Governor, the Executive Council and/or the House of Representatives as prescribed by the various Laws.

The revenue of these bodies which is derived from local rates and taxes, is supplemented by assistance grants from Government. In collaboration with the Parochial Boards Association, an attempt is being made to place assistance grants from Government on a simplified and more satisfactory basis by the adoption of a formula designed to give assistance according to needs and evidence of a sense of responsibility. The cost of Poor Relief continues to be the greatest source of municipal and parochial expenditure.

The remaining recommendations in Mr. Hill's report are to be considered with the newly elected Council of the Kingston and St. Andrew Corporation and the Parochial Boards.

CHAPTER 4—WEIGHTS AND MEASURES

The Imperial weights and measures are in use in the Colony.

CHAPTER 5—NEWSPAPERS AND PERIODICALS

Publication	When published	Address
The Daily Gleaner	Daily	148 Harbour St., Kingston
The Daily Express	Daily	3 Hanover St., Kingston
Public Opinion	Weekly	67 Slipe Road, Cross Roads
Catholic Opinion	"	9 Emerald Road, Kingston
Jamaica Times	"	4-8 Temple Lane, Kingston
Jamaica Gazette	"	Govt. Printing Office, Kingston
Spotlight	Monthly	95 Harbour St., Kingston
Welfare Reporter	"	74½ Hanover St., Kingston
Jamaica Arise	"	67 Slipe Road, Cross Roads P.O.
West Indian Review	Weekly	15 East St., Kingston
Press and Public	Annual	1a Duke St., Kingston
Agricultural Advocate	Weekly	83 Hanover St., Kingston
Northern News	"	Montego Bay P.O.
Montego Bay News	"	Montego Bay P.O.
Caribbean Post	Monthly	147 Harbour St., Kingston
Pagoda	Fortnightly	108D Barry St., Kingston
Madame	Monthly	116½ Tower St., Kingston
Chinese News	Weekly	40 Matthews Lane, Kingston
Leader	"	127½ Water Lane, Kingston
What's on	Fortnightly	101 Water Lane, Kingston
Cathay	Annual	101 Water Lane, Kingston

CHAPTER 6—SELECT BIBLIOGRAPHY

The Bibliography of Jamaica may be classified under the following twelve main heads:—

1. General History
2. Aspects of Jamaica History:
 - (a) Slavery
 - (b) Maroons
 - (c) Military History
 - (d) Church History
3. Descriptive Accounts
4. Biography.
5. Medicine and Hygiene
6. Education
7. Poetry and Fiction
8. Sociology and Folk-lore
9. Works of Reference
10. Natural History
11. Climate
12. Agriculture.

1. General History—

A new History of Jamaica: From the earliest accounts to the taking of Porto Bello, by Vice Admiral Vernon, by Charles Leslie; London, 1740. In the form of thirteen letters "from a Gentleman to his Friend;" London, 1740.

The History of Jamaica, by Edward Long, 3 volumes; London, 1774. Containing maps and copper plate illustrations. A general survey of the ancient and modern state of the island.

The Annals of Jamaica, by the Rev. George Wilson Bridges, 2 volumes London 1828. The object of the undertaking, writes the author, was "to exhibit a valuable possession of the British Crown in its true light."

A History of Jamaica, from its discovery by Christopher Columbus to the present time, by the Rev. William James Gardner; London, 1873. Including an account of its trade and agriculture and narrative of the progress of religion and education in the island.

The History, Civil and Commercial, of the British Colonies in the West Indies, by Bryan Edwards, 5 volumes; London, 1819.

The Aborigines of Jamaica, a revised edition by Philip Sherlock; Kingston, Jamaica, 1939.

Jamaica under the Spaniards, by Frank Cundall and Joseph L. Pietersz; Kingston, Jamaica, 1919. Compiled from documents having reference to the Spanish occupation of Jamaica in the Archives of Seville, Spain.

Historic Jamaica, by Frank Cundall; London, 1915. A survey of the island's history treated parish by parish, with 52 illustrations.

2. Aspects of Jamaican History—

(a) Slavery:

Death struggles of Slavery, by Henry Bleby; London, 1853. "Being a narrative of facts and incidents which occurred in a British Colony (Jamaica) during the two years immediately preceding Negro Emancipation."

Emancipation and Apprenticeship in the British West Indies by W. L. Burn; London, 1937.

(b) Maroons:

The History of the Maroons, from their origin to the establishment of their chief tribe at Sierra Leone, by R. C. Dallas; London, 1803; 2 volumes.

The Maroons of Jamaica, by Joseph J. Williams, S.J., Chestnut Hill, Mass., 1938. Anthropological Series of the Boston College Graduate School; Vol. 111, No. IV. Serial No. 12.

(c) Military History:

Jamaica's part in the Great War, by Frank Cundall; London, 1925. Illustrated.

(d) Church History:

A short sketch of the History of the Church of England in Jamaica, by the Rev. J(ohn) B. Ellis, M.A., Kingston, Ja., 1891.

A History of the Catholic Church in Jamaica, B.W.I., 1494-1929, by Francis X. Delany, S.J., New York, 1930. Records of the early period (1494-1688) were compiled from documents in the Archives of Seville, Spain. Illustrated.

A Record of the Jews in Jamaica from the English Conquest, to the present time, by Jacob A. P. M. Andrade; Kingston, Ja., 1941. Illustrated.

3. Descriptive Accounts—

An Account of Jamaica and its Inhabitants, by a gentleman long resident in the West Indies (J. Stewart) London, 1808.

A tour through the Island of Jamaica from the Western to the Eastern end, in the year 1823, by Cynric R. Williams; London, 1826.

A picturesque tour of the Island of Jamaica, from Drawings made in the years 1820 and 1821, by James Hakewill; London, 1825.

Jamaica in 1895, edited by Frank Cundall, Institute of Jamaica; Kingston, Ja., 1895. "A Handbook of Information for intending Settlers and others." Illustrated.

The same in 1896-97, 1901-05, 1912, 1920-22, -24, -25, -28.

Jamaica To-Day, edited by Philip Sherlock; London, 1940; being a new and revised edition of the late Mr. Frank Cundall's *Jamaica in 1928*. Illustrated.

4. Biography—

The Myth of Governor Eyre, by Lord Oliver (Governor of Jamaica 1907-13) London, 1933. Contains a map of Jamaica and the Parish of St. Thomas in the-East.

The Governors of Jamaica in the seventeenth century, by Frank Cundall; London, 1936; and by the same author:

The Governors of Jamaica in the first half of the eighteenth century; London, 1937. Illustrated with portraits, plans, &c.

Sir Henry Morgan, Buccaneer and Governor, by W. Adolphe Roberts; London, 1933.

5. Medicine and Hygiene—

Yellow Fever in the West Indies, by Izett Anderson, M.D. Edin., London, 1898.

Medical Services in Jamaica by Mary Manning Carley; Kingston, Ja., 1943.

6. Education—

Education in Jamaica, Report of the Education Society, connected with the Jamaica Baptist Union, for 1865. London, 1866.

Some notes on the History of Secondary Education in Jamaica, by Frank Cundall, the Institute of Jamaica; Kingston, Ja., 1911.

Education in Jamaica, by Mary Manning Carley, published by the Institute of Jamaica, Kingston, Ja., 1942. (Social Survey Series No. 1)

7. Poetry and Fiction—

Jamaica, by Tom Redcam; Kingston, Ja., 1899.

Daphne, by J. E. Clare McFarlane; London, 1931.

Flaming June, by Constance Hollar; Kingston, Ja., 1941.

First Poems, by George Campbell, Kingston, Ja., 1945.

Tom Cringle's Log, by Michael Sott; first published in 1833.

The White Witch of Rosehall, by Herbert G. deLisser; London, 1929.

A High Wind in Jamaica, by Richard Hughes; London, 1929.

New Day, by Victor Reid.

8. Sociology and Folk-lore—

Jamaica. The Blessed Island, by Lord Oliver; London, 1936; containing illustrations and maps.

Jamaica Negro Proverbs and Sayings, by Izett Anderson and Frank Cundall; London, 1927. Illustrated by Lilly G. Perkins.

Black Roadway, by Martha Warren Beckwith; Chapel Hill, 1929. A study of Jamaican Folk Life.

Journey to Accompong, by Katherine Dunham; New York, 1946. A collection of day-to-day notes written during Miss Dunham's stay at the Maroon village of Accompong; with drawings by Ted Cook.

9. Works of Reference—

Jamaica Almanac, 1751-1880

Jamaica Gazette and Supplement, 1845 to date.

Handbook of Jamaica, 1881-1939; 1946 to date. Comprising Historical, Statistical and General Information concerning the island, Compiled from Official and other reliable records.

Chronological outlines of Jamaica History, 1492-1926, by Frank Cundall; Kingston, Ja., 1927.

Eighth Census of Jamaica and its Dependencies, 1943. Population, housing and agriculture. The Central Bureau of Statistics, Kingston, Ja., 1945.

Reference Book of Jamaica, edited and published by Wyatt Bryce; Kingston, Ja., 1947.

10. Natural History—

A voyage to the Islands Madeira, Barbados, Nevis, St. Christopher's and Jamaica, with the Natural History of the last of those islands. Illustrated. By Hans Sloane, M.D. 1770, London.

The Civil and Natural History of Jamaica, containing an accurate description of that island, its situation and soil; with a brief account of its former and present state, Government, Revenue, Produce and Trade. By Patrick Browne, M.D. 1789. London.

The History of Jamaica, by Edward Long; 1774, London. Vol. III. Vol. III is devoted to the natural history of the Island, and is a valuable reference.

A Naturalist's Sojourn in Jamaica, by Phillip Henry Gosse, F.R.S., assisted by Richard Hill; 1851, London. Even today, the best comprehensive natural history of Jamaica.

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Some recent contributions to the Geology of Jamaica, by C. A. Matley D.Sc. Handbook of Jamaica 1923, Kingston, contains valuable bibliography.

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Natural History Notes of the Natural History Society of Jamaica April, 1941 onwards. (Mimeographed).

11. Climate—

The Rainfall of Jamaica (from 1870-1929), by J. F. Brennan, 1933 G.P. Jamaica.

Meteorology of Jamaica, by J. F. Brennan, 1936, G.P. Jamaica.

Weather Reports (Monthly), by Government Meteorologist, Jamaica.

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Jamaica Rainfall (Annual), by Government Meteorologist, Jamaica.

12. Agriculture—

The Journal of the Agricultural Society, 1897 onwards.

Bulletins of the Department of Agriculture, Jamaica. Digitized by Google

GOVERNMENT PUBLICATIONS

ON SALE AT THE GOVERNMENT PRINTING OFFICE

KINGSTON

LAWS—LAW REPORTS, RULES, REGULATIONS, ETC.

1. Supreme Court Decisions of Jamaica and Privy Council Decisions from 1774-1923, by J. E. R. Stephens, 2,314 pp. £1 for the set of 2 volumes.
2. Supreme Court Judgments, Jamaica, 1917-1932 and Digest—Clark, £1 1/-.
3. Jamaica Law Reports, 1933, by the late S. R. Braithwaite, Barrister-at-Law, £1 1/- per volume.
4. Jamaica Law Reports, 1936-40, 1941-45, by W. S. K. Gordon, Deputy Registrar, Supreme Court, £1 10/- each.
5. Pamphlets of current Judgments of Supreme Court, 1½d. per page.
6. Rules and Orders of the Supreme Court of Judicature, Jamaica, 1938, 5/-.
7. Matrimonial Causes in Jamaica—A consolidation of Cap. 442 and Law 23 of 1938 and the New Rules of 1939, by Trevor L. Lyons, Registrar, Supreme Court, 11/- per volume.
8. Schedule of Fees payable in the Supreme Court, 5d.
9. Revised Edition of the Laws of Jamaica in force on the 1st of August, 1938, in 7 Vols. £12 12/- (*out of Print*).
10. Laws of Jamaica—Yearly Volumes, 1939-1948, 3/- each. Chapters and Laws, separately, 2 pp., 6d. each, over 2 pp., 1/- each.
11. Rules and Forms of the Resident Magistrates Courts, 1934, 6/-.
12. Privy Council Regulations, Orders, etc.—1925 to 1943, 3/- each.
13. R.M. Court—Tariff of Fees, 6d.
14. Rules under Real Property Representative Law, 1903, 1/-.
15. Trade Marks Rules, 1/3d.
16. Regulations as to the Construction of Building in Reinforced Concrete, 9d.
17. Rules under the Petroleum and Oil Fuel (Landing and Storage) Law Cap. 308 made on 6th March, 1941, 6d.
18. Code of Regulations of the Education Department, 1945, 1/-.
19. Code of Regulations, Education Department Schedules A, B and D 1/- (*out of Print*).
20. Regulations for carrying out the purposes of Section 2 of the Tariff Law, 1925, as amended by Law 14 of 1932, 3d. each.
21. Regulations (made under Sec. 20 of the Motor Vehicles Insurance (Third Party Risks) Laws 1939). Price 9d.
22. Industrial and Provident Societies—Rules 1/-.
23. Statutes (Imperial and Jamaican) and Regulation relating to British Nationality, Naturalization of Aliens and the Loss of British Nationality, compiled by Hector Josephs, K.C., 1/-.
24. Rules and Regulations, Barbers, 6d.
25. " " " Court of Appeal, 1/-.
26. " " " Electric Lighting Law, 6d.
27. " " " Road Traffic Law 1/-.
28. " " " Land Surveyors, 1/-.
29. " " " Employment of Women, 6d.
30. " " " Currency Notes, 5d.
31. " " " Factories, 5d.
32. " " " Recruiting of Workers—5d.
33. Colonial Air Navigation Order 1948, 6d. each.

34. Regulations under the Excise Duty Law 1941, (Law 73 of 1941), 1/- each.
 35. British Nationality Act, 1948 (11 and 12 Geo. 6 Ch. 56), 1/- each.

AGRICULTURAL PUBLICATIONS

1. Agricultural Produce Law, Ch. 339, 1/-.
2. Regulations under the Agricultural Produce Law, 1926,
 (a) Citrus Fruit, (b) Cocoa and Coffee, (c) Honey and Wax,
 (d) Banana, 1d. each.
3. Banana Books, 4/- each.
4. Bulletins issued by Department of Science and Agriculture,
 Jamaica, 6d. each—

- No. 1. Survey of the Yields from Seedling Varieties of Sugar Cane in Jamaica, 1932-1933. Report by H. H. Croucher, B.Sc. and M.S. Goodman. (*out of print*).
- " 2. Field Experiments on Sugar Cane in Jamaica, 1932-1933. Report by H. H. Croucher, B.Sc. (*out of print*).
- " 3. The Cultivation of Citrus in Jamaica. By A. C. Barnes, B.Sc., F.I.C., A.M.I.Ch.E. (*out of print*).
- " 4. A Survey of the Yields of Sugar Cane in Jamaica, 1933-34. Report by H. H. Croucher, B.Sc. (*out of print*).
- " 5. Maturity Tests for Citrus—A Report on Laboratory Data. By H. H. Croucher, B.Sc.
- " 6. Insecticides to Control Insect Pests in Jamaica. By W. H. Edwards, D.I.C., F.R.E.S. (*out of print*).
- " 7. Dairy Farming in Jamaica. By J. W. Howe, B.S.A., M.Sc. (*out of print*).
- " 8. A Survey of the Yields of Sugar Cane in Jamaica, 1934-35. Report by H. H. Croucher, B.Sc.
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- " 10. Progress Report on Damage done in the Kingston and St. Andrew Area by Termites which infest Buildings. By W. H. Edwards, D.I.C., F.R.E.S. (*out of print*).
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- " 12. Reprints of Miscellaneous Articles, 1936. (*out of print*).
- " 13. Report on an Agricultural Survey in the Cayman Islands. By W. H. Edwards, D.I.C., F.R.E.S.
- " 14. Proceedings of the Summer Course of Lectures and Demonstrations, 1937.
- " 15. Cercospora Leaf Spot of Bananas. By F. S. Ward, B.S.A.
- " 16. A Survey of the Yields of Sugar Cane in Jamaica, 1936-1937. Report by H. H. Croucher, B.Sc.
- " 17. Soil Erosion and Conservation in Jamaica, 1937. By H. H. Croucher, B.Sc., and C. Swabey, B.Sc.
- " 18. Reprints of Miscellaneous Articles, 1937.
- " 19. Fertilizer Investigations with the Gros Michel Banana. By H. H. Croucher, B.Sc., and W. K. Mitchell.
- " 20. Field Experiments on Sugar Cane in Jamaica, 1936-1939. Report by H. H. Croucher, B.Sc., and M. S. Goodman.
- " 21. Forestry and Erosion in Haiti and Puerto Rico—By C. Swabey, B.Sc.
- " 22. Report on the Coconut Growing Areas of Jamaica—By F. M. Bain.
- " 23. A Survey of the Yields of Sugar Cane in Jamaica, 1938-1939. Report by R. F. Innes, Agricultural Chemist.

- No. 24. A Survey of the Yields of Sugar Cane in Jamaica, 1937-1938. Report by H. H. Croucher, B.Sc.
- " 25. Reprints of Miscellaneous Articles, 1938.
- " 26. Banana Leaf Spot Investigations:
1. The Basis of Control. By R. Leach, B.A. (*out of print*)
- " 27. Reprints of Miscellaneous Articles, 1939.
- " 28. A Survey of the Yields of Sugar Cane in Jamaica, 1939-1940. Report by R. F. Innes, Agricultural Chemist. (*out of print*).
- " 29. Principal Timbers of Jamaica. By C. Swabey, B.Sc. (*out of print*).
- " 30. Citrus Pests Investigation. Report on a visit to Jamaica, in November, 1940. By R. G. Fennah.
- " 31. A Survey of the Yields of Sugar Cane in Jamaica, 1940-41 Report by R. F. Innes, Agricultural Chemist. (*out of print*).
- " 32. Diseases of Plants in Jamaica. By E. B. Martyn, B.A., A.I.C.T.A. (*out of print*).
- " 33. A Summary of the Legislation of Jamaica relating to Agriculture and Forestry, 1944. (*out of print*).
- " 34. Report on Banana Breeding. By L. N. H. Larter, B.Sc., A.R.C.S., A.I.C.T.A. Price 1/-. (*out of print*).
- " 35. Notes on the Chemical Composition of Some Grasses Grown in Jamaica. By R. F. Innes, B.Sc., A.I.C., A.I.C.T.A. Price 1/-.
" 36. A Study Tour of Centres of British Agriculture with Special Reference to Agricultural Mechanization and its application to Jamaican conditions, Pt. I—1/-.
" 37. A Study of Centres of British Agriculture with Special Reference to Agricultural Mechanization and its application to Jamaican conditions, Part II—1/-.
5. Agriculture in Jamaica, 1/1.
6. Handbook of Agriculture in West Indies, 10/-.
7. The Principal Agricultural Pests of Jamaica, 2/-.
8. Irrigation Reports, 1927, Five Reports by C. F. Stewart Baker, M.I.C.E., Illustrated by 5 diagramatic maps in colours, in Gazette Supplement form, 6d.
9. Proceedings of Ninth West Indian Agricultural Conference, 1924, 238 pp., 2/6.
10. Produce Dealers Account Books, small 9/-.
11. Extracts from Reports of the Imperial Economic Committee on Marketing and Preparing for Market of Foodstuffs produced in the Overseas Parts of the Empire. Third Report—Fruit, 1926, 34 pp., 1/-.
12. List of Properties of 50 acres and upwards, 1938, 2/6.
13. The Rainfall of Jamaica from about 1870 to end of 1909, with maps, 2/6.
14. The Rainfall of Jamaica from about 1870 to end of 1919, with maps, 2/6.
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15a. The Rainfall of Jamaica from about 1870 to 1939, 2/-.
16. Report upon the Forest of Jamaica, 1886, E. D. Hooper, Indian Forest Department 1886, 1/-.
17. Address by Sir William Furse, K.C.B., D.S.O., "The Work of the Imperial Institute", 1/-.
18. Statistics of the Sugar Industry of Jamaica. Prepared for the use of the Sugar Commission, 1929. 102 pp., F'cap. folio, 2/-.

19. History of Hope Farm and Part I of Jamaica Herd Book of Pure Bred Cattle, 5/-.
20. A Preliminary List of Plant Diseases in Jamaica by Larter and Martyn, 2/3.
21. Report of the Jamaica Banana Commission, 1936, 6d. (*out of print*).
22. Meteorology of Jamaica, 1936, 1/-.
23. Report of the Banana Leaf Spot Control Advisory Board, 1/-.
24. " Parish Rainfall, 1/-.
25. " Table of Rainfall Records, 1/-.
26. " Committee on Banana Insurance, 1/-.
27. " " Department of Agriculture, 1914, 1/-.
28. " " Reorganization of the Coconut Industry, 1/-.
29. " Memo, Colonial Agricultural Policy, 1/-.
30. " Agricultural Policy Committee of Jamaica, 1945, 1/-.
31. " Agriculture, Fisheries, Forestry and Veterinary Matters by Prof. F. L. Engledow, 3/6.
32. Special Report on Land Settlement, by Agricultural Policy Committee, 1/-.
33. Report, Sugar Industry Committee, 1944-45, 1/-.
34. Rehabilitation of the Coffee Industry, 1/-.
35. Report, Economic Survey in Sugar Industry, 2/3.
36. Investigations, Banana Leaf Spot on Gros Michel 2/- each.
37. Forestry Bulletin No. 1, 1/3.
38. Report, Cost of Production of certain Local Food Crops, 1/6.
39. " Survey of Animal Husbandry, etc., Br. Guiana, 6d.
40. Forestry in Cayman Islands, 6d.
41. Report of the British Guiana and British Honduras Settlement Commission (Cmd. 7533) 7/11d. each.
42. Report, (Interim) Committee Insurance Hurricane Damage to Coconut Plantation, 1/- each.
43. Report, Cattle, Banana, Coconut, Citrus Investigation Committee, 1/6 each.

MEDICAL AND HEALTH PUBLICATIONS

1. Sale of Drugs and Poisons Law, Ch. 79, 1/-.
2. Public Health Law, Ch. 71, 1/-.
3. Address by Dr. Andrew Balfour, C.B., C.M.G., "Why Hygiene Pays", 1/-.
4. Jamaica Health Stories and Plays, by B. E. Washburn, M.A. M.D., Demy 8v., 110 pages, 1929. Stiff paper cover, 4d. each or 3/- a dozen.
5. Forms, Private Nursing Homes, 10/- per 100.
6. Report, Epidemiology of T.B. in Jamaica, 1/-.
7. " Social Hygiene, Parts I and II, 1/- each.
8. " Vomiting Sickness 1943, 1/-.
9. " Agricultural Policy Committee on Nutrition in Jamaica, 1/-.
10. Public Health Regulations, 1/-.
11. Report, Nutritional Condition of Babies in Jamaica, 6d.
12. 1st Veterinary Conference 1947, 1/- each

MISCELLANEOUS PUBLICATIONS

1. Census of Jamaica and its Dependencies, 1911, 1/6. 1943, 12/- (paper cover).
2. Census Bulletins of 1943 issued by the Central Bureau of Statistics, Jamaica at 6d. each.

- No. 1. Population classified by sex, under 21 years of age and 21 years of age for parishes and principal towns.
- “ 1a Population gainfully occupied.
- “ 2. Population by Census distribution with maps.
- “ 3. Population of blind and deaf mutes, Turks and Caicos Islands and Cayman Islands included.
- “ 4. Final, count by towns and parishes, conjugal, racial, religious, 5 year age groups.
- “ 5. Literacy, School attendance, ages by single years.
- “ 6. Conjugal condition 15 years and over.
- “ 7. Movement of population, place of birth by sex.
- “ 1. (Agriculture) Population on farms, 1 acre and over, number of swine, area of sugar cane.
- “ 3. (Agriculture) Livestock, animal products.
3. 1943 Census Administrative Progress Report, 1/-.
4. The Jamaica Gazette (Weekly) including Supplements, 20/- per annum in Jamaica. 25/- abroad payable in advance. Separate copies of Gazette, 6d. Extraordinary Gazette, 6d.
5. Supplements to the Jamaica Gazette, containing Bills as introduced into Legislative Council, 6d. each, containing Laws as passed 1/- each.
6. Jamaica Gazette (Defence) Supplements, 1941, 1943 and 1944, 5/- per volume.
7. Finance and Appropriation A/c., Annual 2/6.
8. Jamaica Civil List and Records of Public Officers (Annual), 2/6. (*out of print*)
9. Handbook of Jamaica, 10/-.
10. Minutes of the Legislative Council, House of Representatives, Annual, 5/-.
11. Estimates of Revenue and Expenditure as passed by the House of Representatives 5/- of the K.S.A.C. 2/6, of Parochial Boards 2/6, of Water Commission, 2/6.
12. Memorandum on Estimates, 1/-.
13. Trade Report, Annual, 5/-.
14. Notes on the Geology of Jamaica (with maps) 1913, by Maxwell Hall, M.A., F.R.A.S.F.B., Met. Soc., 1/-
15. Report on the Finances of Jamaica, 1899 by Sir D. Barbour, K.C.S.I., 1/-.
16. Report on the Finance of Jamaica, by H. E. Dale, C.B., 5/-.
17. Report on Transport Problems in Jamaica, 1923, by Lt.-Col. F. D. Hammond, C.B.E., D.S.O., with Map 5/-, without Map 4/-
18. Report of the First West Indies Conference, Jan.-Feb., 1929, 144 pp. F'cap. folio, 2/6.
19. Report of the Commission on Government Savings Bank, 1/-.
20. Report of the Transport Commission, (1933) 1/-.
21. Debates of the Legislative Council from 1936, Annual Set £3.
22. Report on Jamaica Government Railway—Bland, 1/-.
23. First Report—Nutrition in the Colonial Empire, Parts I and II, 5/6.
24. Recommendations of West India Royal Commission 1938-39, 30 pp., 6d.
25. Address on the Constitution, 6d.
26. Bankruptcy Forms, 3/9 per set.
27. Certificate of Origin of Goods under Law No. 4 of 1925, 2/6 per 100.
28. Imperial Preference Forms, 3/- per 100.
29. Naturalization Forms, 6d. each.

30. Governor's Address to Legislative Council, 1/-.
31. Handbook of Legislative Council and House of Representatives, 1/6d.
32. Road Code, 1d.
33. Result, Jamaica Local Examination, 1945 and 1948, 5d. each.
34. Report, All-Island Telephone System, 1/- (*out of Stock*).
35. " Building Industry, (1941) 2/6.
36. " Central Housing Advisory Board 1/-.
37. " Illegitimacy and Concubinage, 1/- (*out of print*).
38. " Middle Class Unemployment, 1/-.
39. " Poor Relief, 1938, 1/-.
40. " Swamp Reclamation Scheme, 1/-.
41. " Tenancy Reform, 1/- (*out of print*).
42. " Earthquakes in Jamaica, 1/-.
43. " Hurricane, 1933, 1/-.
44. " Memo on Trench Town 1/-.
45. " Meteor. Results of Barometer Pressure, 1/-.
46. " Passenger Transport Service, Fearnley, 1/-.
47. " Proposed Harbour Improvements, 1/-.
48. " by The Stockdale Commission, 6d. each.
- No. 2. Youth Clubs.
- " 3. Agriculture.
- " 9. Poor Relief Re-organization
- " 15. Cayman Islands.
- " 16. Social Welfare, Residential Schools
- " 17. Poor Relief Re-organization.
- " 18. Social Welfare.
- " 19. General.
- " 20. Education in Jamaica.
- " 21. Social Welfare.
- " 22. Prisons.
- " 23. Water Supplies.
- " 24. Public Health in Jamaica.
- " 47011 Boys Scouts Association.
49. Report, Secondary Education, Kandel, 1/-.
50. " Subordinate Employees, 3/-.
51. " Industrial Relations Committee, (Interim), 1/-.
52. Report, Subordinate Staff, K.S.A.C., 1/-
53. " Local Government Reform (Hill), 1/- (*out of print*).
54. " Apprenticeships Committee, 1/-.
55. " Committee on Economic Policy, 1/-.
56. " Land Taxation and Valuation, 1/-.
57. " Training of Local Government Officers, 1/-.
58. " Elections, 1944 and 1947, 2/- each.
59. " Committee on Asylum, 1/-.
60. " " Disturbance at Frome, 1938, 1/-.
61. " " Disturbance, 1938, 1/-.
62. " " Fire, 23rd October, 1937, 1/-.
63. " " Lands Department, 1935, 1/-.
64. " " Parochial Boards, 1899, 1/-.
65. " " Prisons, 1926, 1/-.
66. " " Pension Legislation, 1/-
67. " " Regrading—Jamaica Govt. Railway, 1935.
1/-.
68. " " Regrading—P.Ms. 1937, 1/-.
69. " Munro and Dickenson Trust, 1/-.
70. " West Indian Conference, Barbados, (1944), 6d.
71. " Statement, Cost of Restoration, Flood Damage, (1933), 1/-.

72. Report, Women Institute Movement in Britain, 6d.
73. " Reprint of Import and Export Duties, 1/-.
74. " Preservation of Wooden Buildings in the Tropics, 1/3.
75. " Ten Year Plan of Development, 1/-.
76. " Library Plan of Jamaica, 1945, 1/- (*out of print*).
77. " Co-operation in Jamaica, 1944, by E. Lucette, 6d.
78. Booklet, Examination Papers, 1945, (Training College and Jamaica Local), 1/- each.
79. " Colonial Development and Welfare Bulletin No. 15, Cost of Education, 6d.
80. " Potentialities of the Tourist Trade Industry in Jamaica 1945, 1/-.
81. " Memorandum of Agreement between Colonial Secretary and Jamaica Telephone Co., 1945, 1/-.
82. " West India Royal Commission, 1938-39, 7/6 (*out of print*).
83. " Dev. and Welfare in W.I. 1943-44, 2/-.
84. " W. I. Royal Commission Statement of action taken, 2/-.
85. " Development of Co-operatives in Jamaica, 1/-.
86. Report, Memo on B.W.I. Inter-Colonial Trade, 6d.
87. " Proposed Road Improvement, 1/-.
88. Plan for Post Primary Education in Jamaica, 1/6.
89. Report on Constabulary—Calver, 1/3. (*out of print*).
90. " on Constabulary—Campbell, 1/-.
91. " on Transport in Jamaica, Rooke, 2/-.
92. " on Conference Closer Association of B.W.I. Part I, 9d., Part II, 3/-.
93. " West Indian Census 1946, Part E, British Honduras, 2/6.
94. " West Indian Census 1946, Part G, Leeward Islands, 3/-.
95. Blue Book of Jamaica, 1945, 10/-.
96. Annual Report of Government Departments (various prices).
97. Report, Committee, Senior and Clerical Staff of Parochial Board, 1946, 1/-.
98. Constitution of Jamaica, 1944, 6d.
99. Report, Committee on Electoral Divisions, 1/-.
100. " Anomalies Committee, 1/-.
101. Admission Registers, 7/6 each.

The following maps and prints are sold by the Survey Department:—

Maps of Jamaica 2.698 miles to 1 inch—

Coloured in Two Sheets	6/- each
Black and White, One Sheet	5/- "
Black and White, One Sheet, mounted	16/- "
Coloured and White, One Sheet, mounted	20/- "

Photographic prints of the following maps:—

Maps of each Parish 1" to 1 mile	21/- "
Maps of Liguanea Plain and Kingston (2 sheets) 1/10,000	21/- "

Map of Jamaica, approximately 6.3 miles to 1 inch, coloured, unmounted

1/6 "

Pomeroy Sheets, 2½" to 1 mile; set of Four Sheets

showing Kingston and portions of St. Andrew,

St. Catherine and St. Thomas Mounted

26/- per set

Unmounted

20/- "

APPENDIX

STATEMENT OF EXPENDITURE INCURRED ON THE MORE IMPORTANT
COLONIAL DEVELOPMENT AND WELFARE SCHEMES INITIATED
OR IN PROGRESS

	C.D. & W. Funds	Local Funds
<i>Agriculture</i>		
R 82—Refrigerated Banana Gas Storage ..	£ 5,613 19 11	..
D121—Afforestation ..	£ 23,937 5 0	£9,856 10 4
D297 &		
297A—Department of Agriculture Extension ..	148,165 13 3	122,089 11 6
D477—Coffee Rehabilitation ..	8,068 5 6	..
	£185,785 3 8	£131,946 1 10
<i>Health Service</i>		
D209A Public Health Training Centre ..	4,802 17 10	1,962 3 9
D527 &		
D527A—Urban and Rural Housing ..	45,255 15 3	200,000 0 0
D634—New Hospital, Annotto Bay ..	33,928 7 10	11,309 9 3
D741—Catchments and Storage Tanks (Third Progme.)	27,364 10 8	..
D748—Water Supply, Old Harbour ..	3,411 14 11	3,411 14 11
D880—Minor Water Supplies	15,000 0 0	19,000 0 0
D937—Water Supply, Bath, Frankfield, Falmouth	3,020 0 5	3,020 0 6
D985—Water Supply, May Pen, St. Ann's Bay, Ocho Rios and Duckensfield ..	7,603 9 5	7,603 9 5
D1012—Water Supply, Hectors River ..	67 8 1	67 8 0
D1027—Water Supply, Runaway Bay ..	331 13 9	331 13 9
	£140,785 18 2	£246,705 19 7
<i>Education</i>		
D364—Elementary School Buildings ..	£84,233 5 11	£14,698 3 10
R251—W.I. University College, Housing Accommodation Department of Social and Economic Research	1,463 12 11	..
D717—W.I. University College, Establishment ..	6,321 10 3	..
D779 &		
779A—W.I. University College, Scientific Equipment	15,233 15 7	..

		C.D. & W. Funds	Local Funds	
<i>Education, (contd.)</i>				
D831—	W. I. Univ. Coll. Library	£5,813	9	9 ..
D852—	“ “ Hospital			
	Equipment	16	2	7 ..
D863 & 863A	“ “ Students’ Residence and Staff Room ..	5,753	19	9 ..
D872—	“ “ Construction, Permanent Buildings	19,756	1	5 ..
D908—	“ “ Reconstruction, Gibraltar Camp ..	17,722	9	1 ..
D909—	“ “ Teaching, Hospital	9,783	1	2 ..
D1038—	“ “ Pre-ordering of Equip- ment ..	4,645	12	4 ..
R251A—	“ “ Appointment, Dr. Huggins, Depart- ment of Social and Economic Research	1,310	6	3 ..
		£172,053	7	0 £14,698 3 10

Social Services

D132 & 132A—	New Prison Farm ..	£7,153	6	6 ..
D231—	Social Welfare, Kingston- and St. Andrew	1,930	9	4 £221 3 9
D303—	“ “ Rural Areas	32,730	8	4 ..
D306—	4-H Clubs, Jamaica ..	5,972	9	7 700 0 0
D960 & 960A—	Social Welfare Training Course, 1948 ..	5,355	6	3 ..
D1069—	Assistance, Boys Scouts Movements ..	2,250	0	0 ..
		£55,392	10	0 £921 3 9

Miscellaneous

D153 & 153A—	Vital Statistics ..	1,705	13	0 57 2 10
D633—	W.I. Census ..	1,567	17	11 ..
		£3,273	10	11 £57 2 10

<i>Summary</i>	C.D. & W.			Local Funds		
	Funds					
Agriculture	£185,785	3	8	£131,946	1	10
Health Services	140,785	18	2	246,705	19	7
Education	172,053	7	0	14,698	3	10
Social Services	55,392	10	0	921	3	9
Miscellaneous	3,273	10	11	57	2	10
	£557,290	9	9	£394,328	11	10

**STATEMENT OF EXPENDITURE INCURRED ON THE MORE IMPORTANT
DEVELOPMENT AND WELFARE SCHEMES FINANCED ENTIRELY FROM
LOCAL FUNDS (TEN YEAR PLAN) DURING 1948-49**

	C.D. & W. Funds			Local Funds		
<i>Agriculture</i>						
Land Settlement—Administration	£7,538	0	0			
Agricultural Credit	200,000	0	0			
Irrigation Works	10,476	2	6			
Purchase of Ploughs	5,893	15	2	£223,907	17	8
<i>Communications</i>						
Roads	124,947	13	0			
Railway Improvement Works	7,761	15	10	132,709	8	10
<i>Education</i>						
Libraries	10,000	0	0			
Contribution to W.I. University						
College Recurrent Costs	38,825	0	0			
Supplementary Classrooms	4,703	14	6			
School Kitchens, Erection and Equipment	2,999	10	0	56,528	4	6
<i>Industrial and Trade Development</i>						
Tourist Trade Publicity	16,423	6	3	16,423	6	3
<i>Public Health</i>						
Domestic Water Supplies, Con- tribution to Parochial Water Supplies Fund (Please see C. D. & W. Scheme D880—Expen- diture Local Funds)						
Hospitals— Minor Improvements	8,272	14	7			
Hospital— Buff Bay	6,063	7	11			
Malaria Control (formerly Scheme D 113)	6,742	15	2			
Yaws Control (formerly Scheme D89)	7,818	11	10			
Central Housing Authority— Administration	10,263	18	10			
Tanks, Dry Areas— Second Pro- gramme	£6,580	4	5	£45,741	12	9

			C.D. & W. Funds			Local Funds
<i>Social Welfare</i>						
School Meals	£19,489	13	2			
Less Ordinary basic	3,000	0	0	£16,498	13	2
Probation Services				4,008	11	6
						£20,498 4 8
<i>Miscellaneous</i>						
Office Accommodation—Secretariat				13,800	8	11
Administration—Secretariat				5,454	19	11
						19,255 8 10
						£515,064 3 6

No. 2

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to address you on the subject of a proposed Aerial Survey of the principal townships of the Island, and of the mid-Clarendon irrigation area, by the Hunting Aero-surveys Limited.

2. The townships to be surveyed are:—

Kingston and Port Royal

Spanish Town

May Pen

Mandeville

Black River

Savanna-la-Mar

Lucea

Montego Bay

Falmouth

St. Ann's Bay

Port Maria

Port Antonio

Morant Bay

and the area in mid-Clarendon to be surveyed is:—

Northern Boundary—Jamaica Government Railway between Clarendon Park and Four Paths;

Eastern Boundary—A line from Four Paths to Race Course;

Southern Boundary—The main road from Race Course to Rest;

Western Boundary—The foot of Manchester hills.

3. The aerial survey of the townships is to be in the scale of 1: 10,000 and that of the area in mid-Clarendon in the scale of 1: 5,000.

4. It is estimated that expenditure on a ground survey of the townships would amount to as much as ten times that of aerial survey and would take some years at least to complete field work alone.

5. The proposed aerial surveys are considered essential for many of our development purposes, viz.—irrigation, town planning, geological survey, forestry work and water supplies. The Town Planning Adviser considers that the survey will prevent the un-coordinated sub-divisions

being thrown down without any previous survey as is illustrated in the case of the town of May Pen. The waste of effort, money and materials in this ribbon sprawl shows the need for wise control of town planning as an adjunct to all future developments. It is considered that an aerial survey carried out along the lines now proposed will afford guidance. The Director of Surveys supports this view.

6. The cost of these surveys is approximately:—

(a) Mid-Clarendon irrigation area—

(1) Provide air photographs	..	£1,514	18	0
(2) Supply mosaic photograph	..	858	4	0
(3) Contingencies	..	126	18	0

£2,500 0 0

(b) Air photograph of the principal townships of the Island

£2,760 0 0

£5,260 0 0

7. The cost of the survey is considered a proper charge on the balances at credit of the Titles Assurance Fund, established under sections 17 and 19 of the Registration of Titles Law, Chapter 353. The present balance of the Fund is £30,962, and the proposed transfer of £5,260 from the Fund to General Revenue, will still leave at credit of the Fund an amount in excess of the minimum of £15,000 required by Law to be retained in the Fund. I therefore request that your approval be given for the transfer of £5,260 from the Titles Assurance Fund into General Revenue for the purpose of undertaking the above-mentioned surveys.

8. A Resolution will be moved accordingly by the Minister for Finance:

J. HUGGINS,
Governor

King's House, Jamaica,
21st April, 1949

No. 4

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

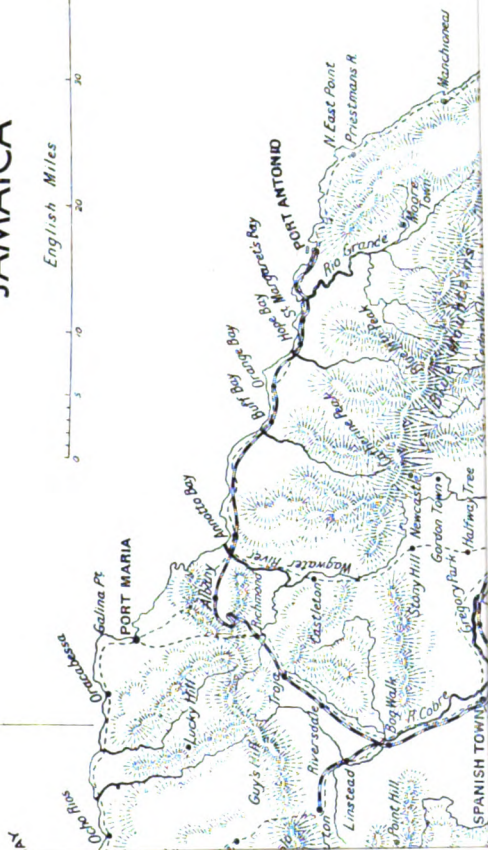
MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to address you on the subject of the provision of land settlement and housing for ex-Servicemen, which, as Members will be aware, is included in the scheme of assistance towards the re-settlement of ex-Servicemen in civil life.

2. The number of applications for lands has far exceeded the number of allotments available and, similarly, it has so far proved impossible to provide houses for all those who have asked for this form of assistance; while nearly 1,300 have already been placed on the land there are approximately 1,200 applications outstanding and it has not been possible to provide houses for more than 450 of those who have received allotments. Moreover, many ex-Servicemen, after being allotted lands,

JAMAICA

English Miles



have shown themselves either unable or unwilling to develop their holdings, and in many cases have made little or no attempt to do so, while sub-letting of their houses, when completed, and failure to live in them have been frequent.

3. In view of the evident necessity to ensure that the funds which can be made available for this form of assistance will be employed to the best advantage, and having regard to the fact that ex-Servicemen allotted lands receive certain benefits not available to the ordinary settler, i.e., grants of £30 for tools and livestock and subsistence allowances of £1 a week for 26 weeks, it is considered essential to provide for more careful selection of ex-Servicemen settlers and more effective supervision of their development of their holdings than now exist. The House is accordingly invited to approve the following measures:—

- (a) that allotments of land should be made to ex-Servicemen with due regard to their agricultural background and to the first choice made by the applicant in reply to the questionnaire, sent to all ex-Servicemen before the end of hostilities, inviting them to state the type of assistance desired;
- (b) that the form of contract to be signed by ex-Servicemen allotted land should be revised so as to provide that, if they do not properly develop one-fifth of their holding within six months from the date of possession, the Commissioner of Lands may give them three months within which to do so, and if they fail to do so, then the Commissioner of Lands may resume possession of the land;
- (c) that the form of the contract embodying the terms on which the houses shall be occupied and paid for should contain a clause providing that if the ex-Serviceman for whom the house was built fails to occupy the house, then he shall forfeit both the house and the land, and
- (d) that in no circumstances should any ex-Serviceman be allowed to transfer his holding within three years from the date on which he is placed in possession.

A Resolution seeking your approval will be moved in due course.

J. HUGGINS,
Governor

King's House, Jamaica,
2nd May, 1949

No. 5

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to inform the House that on the 14th of April, 1949, I submitted to the Secretary of State a Memorandum of Application (a copy of which is attached hereto) seeking a free grant of £44,481 under the provisions of the Colonial Development and Welfare Acts, 1940 and 1945, to meet the cost of continuing the Yaws Control Scheme for a further period of three years from the 1st of April, 1949.

2. Members will recall that Colonial Development and Welfare grants totalling £52,078, spread over a period of five years, were approved by the Secretary of State to enable two additional units to be put into the field to intensify the campaign for the eradication of yaws. The grants were exhausted by the 31st of March, 1948, but the incidence of the disease has not yet been reduced to a sufficiently low level to enable the regular Health Services to keep it under control, and the Director of Medical Services recommends that the scheme should be extended for a further period of 2 years up to the 31st of March, 1952.

3. Owing to the delay in the preparation of the extension scheme, the expenditure incurred in Yaws Control during the financial year 1948-49, will have to be borne by the Colony without reimbursement from Colonial Development and Welfare funds. With a view to avoiding further delay in seeking Colonial Development and Welfare Assistance and in order to secure reimbursement of any expenditure incurred after the 31st of March, 1949, the application under the Colonial Development and Welfare Acts was therefore transmitted to the Secretary of State in April, 1949, and I shall be grateful to have the covering approval of the House for the action taken.

4. The expenditure proposed consists of—

(a)	Capital (Purchase of 2 Motor Vans)	£1,500
(b)	Recurrent	43,341
		<hr/> £44,841

The estimates of the recurrent expenditure involve no additions to the staff, and provide for no increase on the expenditure incurred during 1948-49, except maintenance of the motor vans, the recently approved Carrying-on Allowance for Doctors and for normal increments on salaries.

5. The Minister for Finance and General Purposes will in due course move a Resolution seeking the approval of the House for the transmission of the Application to the Secretary of State.

J. HUGGINS,
Governor.

King's House, Jamaica,
4th May, 1949.

No. 10

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to inform you that it is proposed to submit to the Secretary of State for the Colonies the attached Memorandum of Application for a free grant of £12,500 under the Colonial Development and Welfare Acts to meet the capital cost of extending and equipping the Salvation Army's House for the Blind so as to provide accommodation for a further 40 persons.

2. A provision of £12,200 has been included under Item 76 of the Ten-Year Development Plan for assistance to the Home in connection with this project. Of this provision £9,000 was intended to meet the capital cost of extending the present buildings and acquiring the additional equipment needed, while the remaining £3,200 was to provide for an increase of £400 per annum in the present subvention to the Home from public funds towards the increased expenditure which would be involved in the maintenance of the Institution.

Building costs have risen considerably since the Plan was drafted, however, and the latest estimate is that at least £12,500 will be required to defray the cost of the extensions to the buildings and to provide furniture and equipment for 40 additional students. It is therefore proposed to confine the request for Colonial Development and Welfare assistance to the capital cost of the improvements to the Institution.

3. In order to meet the increased costs of maintenance it is proposed that the annual subvention of £350 now made to the Home from General Revenue should be increased to £750 per annum when the extensions have been completed.

4. I shall be grateful for your authority to proceed with the application to the Secretary of State and the Minister for Finance will move a Resolution accordingly in due course.

J. HUGGINS,
Governor.

King's House, Jamaica,
7th May, 1949.

No. 12

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to seek your approval to submit to the Secretary of State for the Colonies the attached application for a free grant of £101,475 under the provision of the Colonial Development and Welfare Acts, 1940 and 1945, to meet three-quarters of the cost of construction of a hospital at Morant Bay in the parish of St. Thomas.

2. It will be observed that the hospital is estimated to cost £135,300 to be provided as follows:—

(a) From Jamaica's allocation under the Colonial Development and Welfare Acts: 75% of the cost up to a maximum of	£101,475
(b) From the Colony's funds (the remainder of the cost)	33,825
	<hr/> £135,300

3. The new hospital is intended to replace the existing hospitals at Hordley and Morant Bay as both are in need of urgent replacement and the site at Hordley is considered unsuitable for the purpose of the hospital.

4. The Minister for Finance will in due course move a Resolution seeking the approval of the House for the submission of the application to the Secretary of State.

J. HUGGINS,
Governor.

King's House, Jamaica,
1st June, 1949.

No. 15

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES.

I have the honour to seek your approval to submit an application, as in the draft attached, to the Secretary of State for the Colonies for assistance under the Colonial Development and Welfare Acts, 1940 and 1945, towards the cost of construction of a Domestic Water Supply for the district of Bull Savannah and the adjoining areas in the parish of St. Elizabeth.

2. The estimated capital cost of this Scheme is £68,600 and it is proposed to make application for a grant from Colonial Development and Welfare Funds to the extent of 75% of this amount, namely: £51,450, the remainder of £17,150 to be met by provision for Domestic Water Supplies in the first Development Loan.

3. The Parochial Board of St. Elizabeth has agreed to meet the debt charges on this portion of £17,150 which together with the expenses of maintenance of the water supply will amount to £3,480 per annum. The question of the rates to be imposed by the Parochial Board in the area to be served by the scheme will be taken up with the Board.

4. A free grant of three-quarters of the capital cost of the scheme is being sought on the recommendation of Mr. George Roddam, former Hydraulics Adviser to the Comptroller for Colonial Development and Welfare, that 75% of the cost of installation of this water supply should be provided from Colonial Development and Welfare Funds instead of the usual 50% as specified in the Ten-Year Plan of Development for Jamaica.

5. In accordance with approved procedure steps will be taken, immediately the application is approved, to place orders for the special equipment needed for the scheme, to secure possession of the land required for the works, and wayleaves for the pipelines.

6. A resolution will accordingly be moved by the Minister for Social Welfare seeking the approval of the House for the submission of the application to the Secretary of State.

J. HUGGINS,
Governor.

King's House, Jamaica,
4th July, 1949.

No. 16

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to seek your approval to submit an application, as in the draft attached, to the Secretary of State for the Colonies for assistance under the Colonial Development and Welfare Acts, 1940 and 1945, towards the cost of construction of a Domestic Water Supply for the Pedro Plains in the parish of Saint Elizabeth.

2. The estimated capital cost of this scheme is £70, 000 and it is proposed to make application for a grant from Colonial Development and Welfare funds to the extent of 75% of this amount namely: £52,500, the remainder of £17,500 to be met by loan from the provision for Domestic Water Supplies in the First Development Loan.

3. The Parochial Board of Saint Elizabeth has agreed to meet the debt charges on this portion of £17,500 which, together with the expenses of maintenance of the water supply, will amount to £2,975 per annum. The question of the rates to be imposed by the Parochial Board in the area to be served by the scheme will be taken up with the Board.

4. Mr. Roddam, former Hydraulics Adviser to the Comptroller for Colonial Development and Welfare, recommended that 75% of the capital cost of the Bull Savannah water supply scheme should be provided from Colonial Development and Welfare funds instead of the usual 50% specified in the Ten-Year Plan of Development. A free grant of three-quarters of the capital cost of the Pedro Plains water supply scheme is sought also on the ground that the scheme is to serve an area contiguous and similar in all respects to that served by the Bull Savannah water supply scheme and is accordingly a similar special case.

5. A resolution will accordingly be moved by the Minister for Social Welfare seeking the approval of the House for the submission of the application to the Secretary of State.

J. HUGGINS,
Governor.

King's House, Jamaica,
12th July, 1949.

No. 17

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to refer to the Bill making provision for the constitution, registration and control of co-operative societies in Jamaica which has recently been considered by the House. In order to give effect to its provisions, it is necessary to establish a small Department of Co-operatives under a trained Registrar, who will exercise the powers of inspection, supervision and audit, to be conferred upon him by law, which are necessary to ensure the adequate control of the co-operative societies.

2. Provision is made in the colony's Ten-Year Plan of Development for expenditure of the order of £60,000 up to March, 1956 for the control and direction of co-operatives in Jamaica, and to give assistance to recognised bodies engaged in promoting co-operative development so that they might extend their activities. It was intended that assistance should be sought under the Colonial Development and Welfare Acts towards this expenditure.

The agreement of the Secretary of State has already been obtained in principle to the establishment of the Co-operative Department and to the grant of assistance to the promoting bodies with Development and Welfare funds. I therefore transmit, for the consideration of the House, the attached draft of an application which it is proposed to submit to the Secretary of State seeking assistance under the Colonial Development and Welfare Acts, towards a scheme for these purposes.

3. Details of the proposals are set out fully in the draft application, but briefly, the scheme falls into three parts and contemplates:—

- (1) the establishment of a Department of Co-operatives headed by a Registrar of Co-operative Societies, and with the necessary subordinate staff; and the appointment of a Joint Co-operative Council to be advisory to the Registrar (Part I of the application);
- (2) the appointment of a Co-operative Marketing Officer to the staff of the Department of Commerce and Industries (Part II of the application); and
- (3) the provision of subventions for local training courses, and to promoting bodies not otherwise subsidised from Government funds (Part III of the application).

4. The total amount of the expenditure contemplated in the period of 6½ years from the 1st of October, 1949 to the 31st of March, 1956, is £73,899. It is proposed that the grant from Colonial Development and Welfare funds should cover the full cost of the scheme during the initial period of 3½ years, and that a progressively increasing proportion of the expenditure thereafter, should be met from local funds. On this basis expenditure of £55,937 will be met from Colonial Development and Welfare funds, while the general revenues of the colony will bear a total of £17,962 in the three final years of the scheme.

5. A resolution seeking the authority of the House to forward the application to the Secretary of State will be moved by the Minister for Social Welfare.

J. HUGGINS,
Governor.

King's House, Jamaica,
19th July, 1949.

No. 19

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to recommend that the approval of the House be given for the adoption of the proposals outlined hereafter for increasing the rates of pensions payable to pensioners (officers, other ranks, widows and dependents) of the former British West Indies Regiment.

2. Pensions for ex-British West Indies Regiment soldiers and their dependents were originally paid by the Imperial Government, but since 1934 the Jamaica Government has assumed liability for their payment and for certain kindred services in return for relief from the payment of a portion of the annual defence contribution which this Colony had pledged to pay to the Imperial Government.

3. The Ministry of Pensions (United Kingdom) has intimated that since that time various increases in the rates of disability pensions have been brought about by Royal Warrant, the cumulative effect of which has been to place the British (European) Pensioner of World War 1914-18 broadly on the same basis as the pensioners of the 1939-45 World War, but that these Royal Warrants do not apply to ex-British West Indies Regiment (*other ranks*) pensioners and their dependents. The question of adopting such increases locally in relation to such pensioners is therefore a matter for this Government to decide. The Ministry points out that in view of the fact that ex-British West Indies Regiment pensioners in this Colony receive a cost of living allowance (war bonus), increases in their scale of pension would not be justified merely on the ground that improved rates are payable to "European" personnel, since the latter do not receive a cost of living allowance.

4. The present pension rates paid by this Government to ex-British West Indies Regiment (*other ranks*) pensioners even with the inclusion of war bonus are lower than those now applicable to "European" personnel. The rates for ex-British West Indies Regiment (*other ranks*) pensioners exclusive of war bonus are 28/- a week (Classes 1-3), 24/6d. a week (Class 4), and 21/- a week (Class 5) for 100 per cent. disablement with modified rates for lesser degrees of disablement down to 8/9d. a week (Classes 1-3), 7/- a week (Class 4) and 5/3d. a week (Class 5), for 20 per cent. disablement. The scale approved since February, 1946, for "European" personnel of the 1914-18 War is 45/- a week (Class 5) for 100 per cent. disablement with corresponding increases for Classes 1-4. For 100 per cent. disablement. British West Indies Regiment (*other ranks*) pensioners (Class 5) now receive a total sum of 29/9d. a week (i.e., 21/- plus 41 2-3 per cent. war bonus) compared with 45/- a week received by his "European" equivalent and 37/6d. a week (30/- plus 7/6d. war bonus) by the 1939-45 War Local Forces (Jamaica) pensioner.

5. The matter was examined in Executive Council and it was agreed that ex-British West Indies Regiment (*other ranks*) pensioners should be brought more or less on the same level as the 1939-45 War Local Forces Pensioners. The rates applicable to Local Forces pensioners are as follows:—

For 100 per cent. disability:

Warrant Officer	(1)	..	41/2d.
" "	(2) Class I	..	38/11d.
" "	" II	..	36/8d.
" "	" III	..	34/6d.
" "	" IV	..	32/3d.
" "	" V	..	30/-

If the pensions of ex-British West Indies Regiment (*other ranks*) soldiers are revised in accordance with the rates stated above, the annual estimated increased cost in respect of this category would be approximately £2,200 per annum and it is recommended that the proposed increases be paid as from the 1st of April, 1949.

6. At present however, ex-British West Indies Regiment pensioners are paid war bonus at the rate of 41 2-3% of pension in respect of the first £100 as against 25 per cent. paid to Local Forces pensioners; the latter rate is applicable to all pensioners in this Colony except ex-British West Indies Regiment pensioners. Since the disparity between the basic rates of pension applicable to the two categories of pensioners would no longer exist it is considered that the rate of war bonus to ex-British West Indies Regiment pensioners should be reduced to 25% of the first £100 of pension. The two categories would then be on the same footing both as regards pension and war bonus, and the net result of the revised scale of bonus based on the proposed increased rates of pension would be a saving of approximately £280 per annum for war bonus.

7. The following table shows in comparative form the net increase which will accrue to the ex-British West Indies Regiment (other ranks) pensioners if the above proposals are adopted.

Rank	Present Rates (weekly)			Proposed Rates (weekly)			Net
	Pension	Bonus	Total	Pension	Bonus	Total	Increases Cols. (4) and (7)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Class III (Sergeant)	28/-	11/8	39/8	34/6	8/8	43/2	3/6
Class IV (Corporal)	24/6	10/2	34/8	32/3	8/1	40/4	5/8
Class V (L/Corporal and Private)	21/-	8/9	29/9	30/-	7/6	37/6	7/9

NOTE: There are no Class I or Class I "other rank" pensioners.

8. The widows and dependents of deceased "European" personnel have not been granted any appreciable increases to their pensions under the Royal Warrants and their position is now more or less the same as their local equivalents, as a result of the war bonus at the rate of 41 2-3 per cent. of pension which is paid to the latter. It would be undesirable, however, to continue the payment of war bonus to this category at the present rate of 41 2-3 per cent. since it is proposed that the rate of war bonus to the "other ranks" pensioners should be reduced to 25 per cent., the rate applicable to other pensioners. In order to overcome this difficulty it is proposed that the pensions payable should be increased by 20% and that war bonus be paid at the normal rate of 25 per cent. If this is approved the position in the case of a pension of say 8/- a week would be:—

Present Payment		Proposed Payment	
Pension (8/- a week)	8/-	Pension 8/- a week plus 20% increase	9/7d.
War Bonus at 41 2-3%	3/4d.	War Bonus at 25% of 9/7d.	2/5d.
Total	11/4d.	a week	12/-

The proposal involves a total increase of £56 per annum in respect of the pensions payable to this category but there will be a saving of £33 per annum in respect of war bonus.

9. The remaining category of pensioner to be considered consists of ex-British West Indies Regiment Officers and their dependents. The Ministry of pensions states that such pensioners are eligible to receive awards at the rates laid down in the Royal Warrants. This Government is therefore, obligated to pay the increases granted under the new Royal Warrants as from the dates they became payable. These pensioners have, however, been paid war bonus up to the 31st of March, 1949, whereas their "European" equivalents do not receive a cost of living allowance and it is therefore proper that this Government should revise the position as regards the war bonus as from the date the proposed increased rate of pension became payable. It is recommended that ex-British West Indies Regiment Officers and their dependents should be dealt with as follows up to the 31st of March, 1949:—

- (a) War Bonus should cease as from the date of increase of pension where the increased rate of pension exceed the former rate plus war bonus. As the increases are retrospective and war bonus has already been paid on the present rates of pensions up to the 31st of March, 1949, it is proposed that in such cases the war bonus paid should be deducted from the arrears of pension due;
- (b) Where the proposed increase pension is less than the total of the present pension plus war bonus, war bonus paid up to the 31st of March, 1949, should be allowed to stand. The treatment to be afforded after the 31st of March, 1949, should depend on the individual circumstances of the officers and dependents adversely affected.

It is estimated that adoption of the proposals in this paragraph would necessitate the payment of Five Hundred and Seventy-six Pounds (£576) in respect of arrears up to the 31st of March, 1949, and the recurrent annual increase thereafter would be Two Hundred and One Pounds (£201).

10. The total expenditure estimated to carry out the proposals in the foregoing paragraphs would result in an increase of £3,033 under Head 33, Pensions, Sub-Head 11 Ex-B.W.I.R. Pensions during the current financial year and a recurrent expenditure of £2,457 per annum thereafter. There will, however, be a saving of £363 per annum under Head 32, Miscellaneous—Part II, Sub-Head 1, War Bonus.

11. Executive Council has agreed that the approval of the House should be sought for adoption of the foregoing proposals which are summarised as follows:—

- (1) That the rates of pension to ex-British West Indies Regiment pensioners (other ranks) be brought in line with those of pensioners of the Local Forces and that they be paid war bonus thereon at the rate applicable to other pensioners from time to time.
- (2) That the rates of pensions to widows and dependents of ex-soldiers to be increased by 20% and that war bonus thereon be paid at the rates applicable to other pensioners from time to time.
- (3) That Officers and dependents of Officers of the British West Indies Regiment be paid the increases as provided for officers and their dependents under the Royal Warrants issued in the United Kingdom.

12. A Resolution will be moved in the House to give effect to those recommendations.

J. HUGGINS,
Governor.

King's House, Jamaica,
21st July, 1949.

No. 20

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to refer to Mr. MacGillivray's Message No. 42 of the 21st of July, 1948, regarding a proposal, which was accepted by the House, that Government should purchase the 1948-49 pimento crop at the same price as the 1947-48 crop, *i.e.*, 5d. a lb. to the producer, and to submit for your consideration a similar recommendation in respect of the 1949-50 crop.

2. As Members are aware Government's main concern is to ensure that the interest of producers are protected, and, in view of the stocks now on hand awaiting export, it is considered that the system of Government control should be continued.

3. It is therefore proposed that Government should purchase the 1949-50 pimento crop at the same price as the two previous crops. It is estimated that this crop will be somewhat larger than that of last year and that a sum of approximately £120,000 will be required to meet purchase, transport and storage costs.

4. It will be recalled that on 2nd August, 1946, an undertaking was given by Government that the difference between the price of 5d. a lb. to the producer and the amount obtained by sale of the 1946-47 crop, after deduction of costs and expenses, would be paid subsequently to the producer.

The net profit realized from the sale of the 1946-47 crop has now been ascertained and, in keeping with the undertaking given, steps will be taken by the Commissioner of Commerce and Industries to distribute to growers the amount involved in ratio to their sales of that crop.

5. In view of the uncertainty of future markets, the delay which occurs in disposing of stocks on hand and the administrative difficulties of working the referred bonus system, it is not proposed that the profits, on sales of pimento crops purchased by Government subsequent to the 1946-47 crop, should be distributed to individual producers. This position was explained in my Message to the House dated the 21st of June, 1947, and the proposals contained therein were approved by you.

It is proposed however, that the profits, if any, realised from the sale of those crops should in due course, when the Government Pimento trading account is finally closed be used for the benefit of the industry.

6. A Resolution will be moved in the House at the first opportunity seeking your approval to proceed with Government purchase for the 1949-50 pimento crop on the basis proposed.

King's House, Jamaica,
27th July, 1949.

J. HUGGINS,
Governor.

No. 26

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to seek your approval to submit to the Secretary of State for the Colonies the attached application for a supplementary grant of £5,000 under the Colonial Development and Welfare Acts, 1940 and 1945, to continue the Playgrounds Scheme, D 171, for a further period of five years from the 1st of October, 1949.

2. A grant of £5,000 was made from Colonial Development and Welfare funds in 1942 under Scheme D 171 to establish playing fields for those elementary schools which are inadequately provided for in that respect. The scheme was approved for a period of five years ending on the 15th of December, 1947, and subsequently extended to the 31st of March, 1948, by which date, however, only £1,808 9s. 9d. had been spent. Since the expiry of the scheme, it has been necessary to incur expenditure of £383 3s. 11d. on this project during the financial year 1948-49 and it is anticipated that a further sum of approximately £100 will also be spent by the 1st of October, 1949, the date of renewal of the scheme. This expenditure will be met from provision under Head 18 of the Colony's Estimates, but will not be recoverable from Colonial Development and Welfare funds.

3. The failure to spend the amount of £5,000 during the five-year period has been due to the length of time taken in completing the purchase and gaining possession of the lands required for the use as playing fields. In some cases the owner of the land could not be traced and in other cases the lands purchased were found to be occupied by squatters. Consideration is being given to the amendment of the Land Acquisition Law, Law 29 of 1947, so as to remedy certain defects therein, which will enable the former cases to be more expeditiously settled.

4. Since schemes involving assistance under the Colonial Development and Welfare Acts may not commence before the date of receipt by the Secretary of State for the Colonies of the relative applications, and since it is proposed to extend this scheme from the 1st of October, 1949, the application has been sent forward to the Secretary of State with the intimation that it has not yet been approved by the House of Representatives.

5. The Minister for Education will in due course move a Resolution seeking the covering approval of the House for the submission of the application to the Secretary of State.

King's House, Jamaica,
6th September, 1949

J. HUGGINS,
Governor

No. 28.

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of the purchase by Government of the 1949 corn crop at the guaranteed price, the operations of the Government cornmeal factory, and the price at which cornmeal is retailed.

2. Members of the House are aware that in June, 1948, the Government announced a guaranteed price of 25/- per 100 lb. for yellow corn, and 22/6d. per 100 lb. for red corn for the year 1st October, 1948, to 30th September, 1949. The stimulus thus given by the guarantee at these prices, coupled with favourable growing conditions, have brought about the production of a record corn crop in the Island in 1949. That part of the spring crop which was delivered against the guaranteed price to the Government buying stations amounted to 3,963 tons; of the present autumn crop, about 6,000 tons had been purchased by Government up to the 5th of September, and it is anticipated that a further 5,000 tons may be purchased before the close of this crop season, making a total quantity purchased by Government in 1949 of nearly 15,000 tons. This figure compares with a total of 3,761 tons in 1948 and 1,921 tons in 1947. At the prices guaranteed, the amount which will have been disbursed by Government to growers in 1949, should the estimate of 15,000 tons prove correct, will be in the region of £358,000.

3. At the end of August, a total of 2,400 tons of the 1949 spring corn crop remained in the Government cornmeal factory silos awaiting milling. To this is now being added the autumn crop corn deliveries estimated at 11,000 tons making a total of 13,400 tons of corn available, of which some 600 tons will have been milled by the end of this month. Thus, at the close of the present crop deliveries early next month, Government is likely to hold in stock about 12,800 tons of corn.

The maximum annual milling capacity of the Government cornmeal factory, working day and night for seven days per week, is 120,000 bags of cornmeal, each weighing 98 lb.; this quantity of meal requires 6,000 tons of corn per annum. Local sales by Government of dehydrated corn for animal feeding normally absorb a further 1,000 tons per annum. It follows that by early October next, Government will hold a quantity of corn which would be sufficient to meet the maximum milling capacity of the cornmeal factory and the normal requirements of dehydrated corn for animal feeding until the summer of 1951. Meanwhile, the spring and autumn crops of 1950 and the spring crop of 1951 will have come in. Obviously, steps must therefore be taken to dispose of that quantity of the 1949 stocks which will not be required to meet normal local requirements up to the time when the spring crop of 1950 begins to be delivered. This quantity may be in the region of 9,000 tons. That this should be done without delay is clear, both on account of the evident tendency for the world price of corn to drop further, and because of the limited resources of Government in regard both to drying facilities and storage and the risk of early deterioration of stocks held in the climatic conditions existing.

4. The Commissioner of Commerce and Industries has been authorised to substitute corn in the balanced livestock feeds in place of bran and middlings which hitherto have been imported from dollar sources, and also to sell cracked corn for animal feeding to the Livestock Association, the Jamaica Agricultural Society, poultry groups, and other interested wholesale buyers. The Commissioner is accordingly taking steps to dispose of as much as possible of the surplus in this way. This, however, can only be done at a considerable loss to the Government corn trading account; furthermore, the requirements are limited, and it is likely that only a small proportion of the present surplus can be disposed of in this way.

5. It is clear, therefore, that it will be necessary to export several thousand tons of the 1949 stocks. The Commissioner of Commerce and Industries has already sold a small quantity of 80 tons of corn to Barbados, and has offered sales elsewhere in the West Indies, but he does not anticipate that he will be able to sell more than small quantities on this market. He has therefore been obliged to seek a market in the United Kingdom, and he has received an offer from the Ministry of Food to purchase dehydrated corn at £16 per 2,240 lb., f.o.b. Kingston packed in new jute bags. Shipping arrangements can be made by the Royal Mail lines to lift 1,000 tons of corn on vessels scheduled to load in Jamaica during October, provided shipments are booked not later than 14th of September. Sale at this price will cause a corn trading loss of £16,000 on a shipment of 1,000 tons. No more favourable offer for any large quantity of corn can at present be obtained, and it is considered by the Executive Council that the Ministry of Food's offer should be accepted in a quantity of 1,000 tons in the first place.

6. The amount provided in the 1949-50 approved estimates for losses on trading in local foodstuffs purchased by Government at the guaranteed price is £19,000. A part of this sum is already committed by the approved subsidy on the sale of seed Irish potatoes. The balance may yet be required this financial year to meet trading losses on the remaining crops, other than corn, for which there exists a guaranteed price. It is not possible to provide any estimate at present of the total expenditure which will be incurred in 1949-50 by the necessity to sell corn for export and also by sales of corn for animal feeds in Jamaica at prices considerably lower than the prices which have been guaranteed to the grower. Every effort will, of course, be made to sell both locally and abroad at the best prices obtainable. Nevertheless, it is clear that the trading loss may be of the order of £150,000 and, to meet this loss, I have now to seek the authority of the House for expenditure under Head 57, Prices Stabilization, Sub-Head 2, Guaranteed Prices for Local Foodstuffs, in such amount as may be found necessary. In a further Message I shall put forward proposals as to how the deficit in the budget caused by this unforeseen expenditure should be met.

7. During recent months the sales of cornmeal by the Department of Commerce and Industries have been falling off. This may be attributed largely to the fact that the price of counter flour was dropped by the Trade Control Board from 5d. to 4½d. per lb. on the 6th of June, 1949, while the price of cornmeal has been maintained at a figure (5d. per lb.), so calculated as to enable the trading without loss of cornmeal manufactured from corn purchased at the guaranteed price; more recently the falling off in sales may also be attributed, in part, to the good yields of breadfruit and other local crops which can be substituted for flour or cornmeal. The accumulated stocks of cornmeal manufactured at the Government cornmeal factory has risen to a present figure of 7,500 bags of 98 lb. It has therefore been necessary to take steps to increase the sales of cornmeal, and to this end the Trade Control

Board is effecting in September a reduction in the rate of monthly issues of counter flour and, at the same time, the price of cornmeal has been reduced from 5d. to 4½d. per lb. This reduction in the retail price will cause a trading loss in cornmeal estimated at £8,500 per annum. This loss can be met from the credit balance in the cornmeal trading account, which at the present time is about £20,000.

8. In this connection, it should be mentioned that the Commissioner of Commerce and Industries has been asked to give consideration to the possibility of an increase in the output of cornmeal by private mills now operating under licence, and also to the advisability of granting further licences to applicants to operate new private mills; this has been done with a view to the examination of the possibility of relieving in this way the pressure of deliveries at the Government corn buying centres, and, at the same time, of increasing the Island's total output of cornmeal. It is considered that, should the price of cornmeal be reduced below 4½d. per lb., not only will there be a proportionately heavier loss to Government's cornmeal trading account, but the private licensed millers, who are obliged to buy corn at the guaranteed price, would probably not be able to operate at a profit, and would consequently be driven out of business with the result that the deliveries of corn to Government at the guaranteed price would be yet heavier.

9. Since it has become a matter of urgency to obtain the authority of the House for supplementary expenditure under the Prices Stabilization Head of the Estimates, I have attempted in this Message merely to indicate the present position in regard to stocks of corn and cornmeal, and the necessity for the disposal of a part of these stocks at a trading loss at the earliest possible time. I propose, however, shortly to address you further in a separate Message in regard to the position which is likely to arise in 1950, when it is possible that corn deliveries against a guaranteed price may be even larger than during the present year. I also propose to address you separately in regard to the problem of storage accommodation for local crops purchased by Government at a guaranteed price.

J. HUGGINS,
Governor

King's House, Jamaica,
12th September, 1949

No. 29.

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of the Citrus Marketing Plan which has been submitted by the Citrus Growers Association, Limited, under the provisions of the Agricultural Marketing Law, 1944, Law 54 of 1944.

2. Prior to the submission of the Plan by the Citrus Growers Association, Limited, the following formalities required by the Law were carried out.

- (i) Grapefruit, oranges (sweet and sour) and ortaniques were declared "specified articles" under section 3, by Order made in the Executive Council on the 3rd of September, 1948—Annexure "A".
- (ii) The Citrus Growers Association Limited, was declared by Order made in the Executive Council on the 3rd of September, 1948, under section 5 of the Law to be an "approved Association" in relation to the "specified articles"—Annexure "B".
- (iii) The Commissioner of Commerce and Industries, in capacity as "Registrar" under the Law, was required to institute a Register of all producers of the specified articles in the form prescribed by section 4 of the Law.

3. A Marketing Plan, a copy of which is at Annexure "C", was submitted by the Association on the 14th of September, 1948, in accordance with the provisions of section 6 of the Law for the consideration of Government. The Marketing Plan was duly advertised, in accordance with section 7 of the Law, in six issues of a newspaper at intervals of not less than one week, commencing on the 18th of September, 1948, together with a notice inviting any person who had objections to the adoption thereof to give notice, in writing in the prescribed form, of such objections and the grounds in support thereof, to the Commissioner of Commerce and Industries.

A time limit for acceptance of objections to the Plan was fixed at a date eight weeks subsequent to the appearance of the first advertisement in the "Daily Gleaner". After that time limit had expired there was appointed in accordance with section 8 of the Law a Committee of Enquiry to consider and enquire into the Marketing Plan and the objections made thereto and to report to the Governor in Executive Council.

The personnel of this Committee of Enquiry was as follows:—

Mr. L. E. Ashenheim, Chairman;
The Commissioner of Commerce and Industries,
The Director of Agriculture,
Mr. Clifford deLisser, and
Mr. E. A. Barham.

4. A copy of the report of the Committee of Enquiry is at Annexure "D" and copies of the documents which have been received objecting to the adoption of the plan are at Annexure "E".

5. The Committee of Enquiry held seven meetings and, in accordance with the requirements of the Law, afforded to the Citrus Growers Association, Limited, and to every objector to the Plan an opportunity of being heard and to tender evidence in respect of the Plan and of the various objections. After due consideration, the Committee concluded that it was in the best interest of all concerned that the Plan should be modified in certain respects. The reasons advanced by the Committee in support of these modifications are set out in Appendix "A" of the Committee's report and the modified Plan which the Committee recommended is at Appendix "B" of their report.

6. The Plan as modified by the Committee of Enquiry was approved by the Executive Council on the 16th of May, 1949, and accepted by the Citrus Growers Association Limited, on the 25th of May, 1949. It was published for general information in two weekly issues of the "Daily Gleaner" commencing on the 7th of July, 1949, by Order made in the Executive Council on the 5th of July, 1949—Annexure "F".

7. The Executive Council then decided that the poll of registered producers required under section 11 of the Law should be taken by the Island Statistician and that the manner of the taking of the poll and the form of ballot paper should be as set out in Annexure "G".

The results of the poll taken, as indicated in the Joint Statutory Declaration by the Island Statistician and the Acting Commissioner of Commerce and Industries—Annexure "H", show that:—

- (a) not less than two-thirds in number of the registered producers of the specified articles voting on the poll are in favour of the adoption of the Plan (section 4(1) (a) of the Agricultural Marketing (Amendment) Law, 1949);
- (b) registered producers who are capable of producing not less than two-thirds of the quantity of the specified articles which all the registered producers voting on the poll are capable of producing, are in favour of the adoption of the Plan (section 4 (1) (b) of the Agricultural Marketing (Amendment) Law, 1949).

8. Members are no doubt aware that the Ministry of Food has provisionally agreed to a ten-year contract with the Citrus Growers Association, Limited, for the purchase of all sweet orange concentrated juice subject to the Association obtaining statutory powers to control the industry in Jamaica. The Association is anxious that the contract with the Ministry of Food should be finalised in time for the reaping of the next citrus crop and I, therefore, recommend that the Citrus Marketing Plan, as modified by the Committee of Enquiry, be adopted with effect from the 15th day of October, 1949.

9. A Resolution will be moved in the House accordingly. A similar Message is being addressed to the Legislative Council.

J. HUGGINS,
Governor

King's House, Jamaica,
19th September, 1949

No. 31.

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you regarding the devaluation of the pound sterling.

2. The decision to devalue the pound was announced by the Chancellor of the Exchequer at 9.15 p.m. B.M.T. on Sunday, the 18th of September, to take effect immediately. The middle official United States dollar—sterling rate is established at \$2.80 to the pound sterling.

3. Notification of the impending change was received by me shortly before the official announcement was made by the Chancellor, and I was informed that it had not been practicable to consult with Colonial Governments in advance and that His Majesty's Government were, therefore, obliged to take the decision on their own responsibility; in doing so, the position and interests of Colonial Governments had been kept constantly in mind by His Majesty's Government and the decision was reached in the full confidence that it was in the best interests not only of the United Kingdom, but also of the Colonial Empire.

4. It is made clear that devaluation means a reduced rate of exchange for foreign currencies only; savings in Post Office and other Savings Banks or invested in Savings Certificates, Government securities, etc., are not affected in any way.

5. His Majesty's Government consider that devaluation offers the most effective opportunity for increasing the dollar exports and earnings of the United Kingdom and the Colonial Empire. The worsening of the dollar position following the change in world trade conditions from a seller's to a buyer's market, the insufficiency of European Recovery Programme aid to the United Kingdom to bridge the dollar gap, and the growing lack of confidence in sterling as an international currency at the old rate of exchange due, largely, to the expectation that the pound would be devalued, necessitated a review of the previous decision not to devalue sterling.

6. It is, however, emphasised that devaluation is no automatic solution of the difficulties which face the sterling countries. The dollar drain continues, and reserves are dangerously low. Thus the necessity for cuts in dollar imports remains, and exporters are urged to take full advantage of the competitive opportunity offered by devaluation to increase their sales to dollar markets. It will be appreciated that raw materials and foodstuffs purchased from dollar sources will be more expensive and, though it is not expected that there will be much, if any, increase in the price of foodstuffs from non-dollar areas, there will, inevitably, be some increase in overall domestic prices.

7. In these circumstances His Majesty's Government will continue to urge the necessity for the utmost restraint in regard to demands for higher wages or other personal incomes. Their anti-inflationary policies will be intensified and most rigid economy in public expenditure will be exercised. His Majesty's Government have expressed confidence that Colonial Governments will approach the new situation in the same spirit, and will do all in their power to prevent the initial advantages of devaluation from being dissipated.

J. HUGGINS,
Governor.

King's House, Jamaica,
20th September, 1949

No. 32

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to the provision which was made in the Estimates of the Colony since 1947-48 for the extension of Headquarters House (Head 55, Public Works Extraordinary, Sub-Head 155 of the current Estimates) so as to provide not only a Committee Room for the

House of Representatives and a new Chamber for the Executive Council, but also additional accommodation without which practical effect could not be given to the adoption of the Financial Secretary system, involving, as this does, the transfer to the Secretariat of some part of the present functions of the Treasury.

2. It is anticipated that this accommodation will be completed and ready for occupation by the end of November this year, and it is therefore proposed to give effect, as from the 1st of December, to the decision previously taken to transfer to the Secretariat the Financial Secretary and Treasurer (to be re-designated the Financial Secretary) and those sections of the Treasury which at present are responsible for the preparation of the budget and for matters relating generally to Governments financial activities for example, taxation, loans and refunds, that is to say, the present Budget and Finance Sections. This will, of course necessitate a reorganisation of the functions and a distribution of duties as between the Secretariat and the Treasury but, with the exception explained in the succeeding paragraph, it is not intended to seek the approval of the House for any changes this financial year in the titles or salaries of posts provided in the approved 1949-50 Estimates under Head 46, Secretariat, and Head 52, Treasury. It is proposed that the emoluments of those officers of the Treasury who are transferred to the Secretariat on the 1st of December should continue to be paid until the end of this financial year from approved Personal Emoluments sub-heads under Head 52.

3. That part of the Treasury to remain in the present Treasury building would constitute a Department responsible for the accounts of the Colony under a Head of Department on whom would devolve the duties of the Treasurer as Government's chief accounting officer and who, it is proposed, should be known as "The Accountant General". The intention is that this new pensionable post of Accountant General should be created as from the 1st of December, 1949, in place of the existing post of Deputy Financial Secretary and Treasurer, and that, pending the consideration by Government of such proposals as may be made by Mr. E. Mills, the Commissioner enquiring into the Civil Service, the salary attached to this new post should be £1,200, which is the same salary as that of the Auditor General. It will be necessary to provide supplementary expenditure in a sum of £400 to cover the salary of the new office for the last four months of the financial year, but as the salary of £1,100 attached to the post of Deputy Financial Secretary and Treasurer will not be drawn upon during the same period, the net additional expenditure will amount to £34 only. It is intended that the salary of the post of Financial Secretary should remain the same as that which is provided in the Estimates for the post of Financial Secretary and Treasurer, *i. e.* £1,600 p.a.

4. Since the "Financial Secretary and Treasurer" is a member of the Privy Council, the Executive Council and the Legislative Council, it will be necessary to seek the Secretary of State's authority for an amendment of the Constitutional Instruments before effect can be given to the proposal to re-designate this post "Financial Secretary".

5. I have accordingly to seek the approval of the House for the following:—

- (1) To approach the Secretary of State for his approval of the replacement, as from the 1st of December, 1949, of the pensionable post of Financial Secretary and Treasurer by that of a pensionable post of Financial Secretary, without any change in emoluments, and for such changes to the Constitutional Instruments as may be necessary to give effect to this proposal.

- (2) To approach the Secretary of State for his approval of the creation, with effect from the 1st of December, 1949, of a new post of Accountant General, with salary at the rate of £1,200 per annum in place of the existing pensionable post of Deputy Financial Secretary and Treasurer, which carries a salary of £1,100 per annum.
 - (3) To make financial provision for this change in the supplementary expenditure of the Colony this financial year involving a net increase of £34.
6. A Resolution will be moved by the Minister for Finance to give effect to these proposals.

J. HUGGINS,
Governor.

King's House, Jamaica,
21st September, 1949.

No. 41

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of The House of Representatives,

I have the honour to address you on the subject of the immediate future of the Jamaica Battalion.

2. As you are aware, on the 8th of October, 1947, with reference to my Message No. 41 of the 30th of September, 1947, the House agreed that Jamaica's annual contribution to Imperial Defence should be increased from £25,000 to £50,000 on the understanding that, for a period of two years from the 1st of April, 1947, His Majesty's Government in the United Kingdom would meet the cost of the Jamaica Battalion. This increased contribution has since been maintained and, subsequently, His Majesty's Government agreed to continue meeting the cost of the Battalion during the year which will end on the 31st of March, 1950.

3. Since it is now necessary to consider the question of the Battalion's retention after that date this Government has been in consultation with the Secretary of State for the Colonies on the subject. Pending further consideration of the future of the Battalion His Majesty's Government have agreed to provide the expenditure required to maintain this unit for a further year from 1st of April, 1950, provided that by the end of December an assurance will be given that Jamaica's contribution to Imperial Defence will be maintained at the rate of £50,000 during the financial year 1950-51. Until consideration can be given to its establishment on a more permanent basis, from all points of view it is clearly desirable that the Battalion should continue in being. I hope that you will agree that provision of £50,000 should be made in the Estimates of the Colony for the financial year 1950-51 as Jamaica's contribution to Imperial Defence. A Resolution to this effect will be moved in due course.

J. HUGGINS,
Governor.

King's House, Jamaica,
17th October, 1949.

No. 42

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to address you on the subject of the squatter population of Western Kingston and to append, for your information, a summary showing the results of a census of this population which was undertaken in March, 1950, by the Central Housing Authority at the request of the Executive Council. This census has revealed a squatter population at Trench Town, Dung Hill, Kingston Pen and the Rum Stores of 3,752 persons, the great majority of whom are living in deplorable conditions. These conditions have already been the subject of recent debate in the Legislative Council and of considerable comment in the Press and I need not, therefore, expatiate upon them here, nor emphasise the dangers of their social consequences and the urgent need for their amelioration.

2. It is now clear that the number of squatters on these lands in Western Kingston has been growing steadily during the last few years, and is still growing, and that the programme of house construction in Trench Town and Cockburn Pen which has been undertaken during these years by the Central Housing Authority has not been able to keep pace with the demand for accommodation at low rentals nor appropriately to cater for the special circumstances of a large proportion of this squatter population. This programme of construction of rooms in tenement buildings will have provided accommodation at low rentals for 981 family units (approximately 3,540 persons) since August, 1947, and has done much to alleviate the distressful conditions in which these families were living before the programme was initiated. But it is a programme which has been heavily subsidized and the present financial resources of the Colony are not such as will permit of its development to an extent necessary to meet the immediate and pressing demands for accommodation. Moreover, by its nature, it is not a programme which in itself can provide a complete solution of the squatter problem, even if funds were available for its rapid acceleration; for, as the census of the Central Housing Authority now shows, a large percentage of the squatter population is without earnings, and not in a position to pay any rentals whatever. Indeed, the Central Housing Authority has been obliged, by force of circumstances to accommodate squatters from among this non-income group in tenement buildings which have been constructed under this programme, with the result that the programme has, in the event, become even more heavily subsidized than was envisaged when it was first planned. For example, it may be mentioned that 112 family units comprising approximately 336 persons previously squatting on Kingston Pen were accommodated in April, 1948, in tenement buildings at Cockburn Pen constructed by the Central Housing Authority at a total cost of £22,797— and apart from the initial rent of 6/—, either from unwillingness or inability, the rents are not being paid by any of these new tenants.

3. It became evident to the Executive Council early this year that if a solution was to be found to this squatter problem, a new approach was necessary, and the Central Housing Authority was therefore requested to put forward proposals "for the establishment of areas, preferably on lands now owned by Government, whereon there can be

resettled persons now squatting on lands in Western Kingston". The Authority was asked to put forward their proposals in two parts, "one in respect of areas on which there might be settled those unemployed or unemployable persons who, it is considered, are not likely to construct habitations of their own up to any reasonable standard, and the other in respect of persons who it is thought, would, given security of tenure, endeavour to construct houses to some specified minimum standard and, thereafter, to maintain their holding in good condition and possibly to develop it". The Authority has submitted a scheme intended to meet the needs of squatters within this latter category; but still has under consideration the problem of resettlement of those within the former.

4. This Scheme as originally submitted has been modified to meet certain requirements of the Executive Council and, in its final form, which has now been approved by the Executive Council, provides for the resettlement of 875 family units (approximately 2,625 persons) on an area of 93 acres situated on Central Housing Authority property at Cockburn Pen just south of the Government brick factory. The Scheme has been so planned that it will accommodate 875 holdings ranging in size from 1/14th of an acre to 1/10th of an acre, 21 acres are reserved for roads, sanitation services, sites for schools and such other public buildings as may be required in the future, sites for shops and play-grounds, and other open spaces. The gross density for the entire area will be twelve dwellings and 48 persons (based on four persons to the family) to the acre. The Scheme contemplates the provision of a water supply by standpipes from a well situated on the property as a temporary measure pending a direct supply from the Water Commission; the construction of sanitary blocks containing water closets and showers; and the construction of principal and subsidiary roads. It is not intended that any other services will be provided by the Central Housing Authority, and the tenants will be required to construct their own buildings with limited financial assistance from the Authority by way of loans for new building materials, transport of usable materials and personal belongings from their present abodes, and assistance of artisans. The loans will be made in instalments as the work of construction proceeds, and will average in value £57 9s. 0d. per family unit.

5. The total cost of the Scheme is £75,500, of which £51,997 will be in respect of buildings, while the balance of £23,503 will be expended on development of the area, including surveys, roads, water supply, sanitary blocks and supervision charges. The expenditure will be subsidized from Housing Trust Funds to the extent of 33½% and will be met from balances available under Colonial Development and Welfare Scheme D. 527A which, as Members of the Honourable House are aware, is financed to the extent of one-third of the cost by a free grant under the Colonial Development and Welfare Acts, and in respect of the balance from loan funds raised under the authority of the First Development Loan Law of 1947 and the Loan Law of 1949.

6. These holdings under this Scheme will be made available on leasehold tenancies only. The rental will be at an average rate of 8/- per month, this sum covering ground rent, charge for water rates from standpipes and repayment of building loans over a period of twenty years. The tenant will be required to fence his holding within a stipulated period, and to construct thereon a pit latrine and a dwelling to specified minimum standards. To prevent congestion and the creation of insanitary conditions, to encourage the establishment of market gardens and to check undesirable development and the subletting of Google

will not be permitted to construct buildings (including outbuildings) on more than an area of 500 square feet or one-third of the total area of the holding, whichever shall be the lesser.

7. It is estimated by the Central Housing Authority that it will take about twelve months for the necessary development works and buildings to be completed. Meantime, attention is being paid to the problem of the non-income group among the squatters of Western Kingston, since it is appreciated that existing conditions at Trench Town, Kingston Pen and elsewhere cannot be improved solely by means of the Scheme outlined in this Message, and that some arrangements must be made for this non-income group if the problem is to be tackled in its entirety.

J. HUGGINS,
Governor.

King's House, Jamaica,
23rd May, 1950.

No. 45

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to submit for your consideration proposals for financing the operations of the Department of Agriculture for a period of five years commencing on the 1st of April, 1950, and ending on the 31st March, 1955.

2. Colonial Development and Welfare Scheme D 297—Agricultural Extension—with the assistance of which the operations of the Agricultural Department are at present financed, was approved by the Secretary of State for a period of seven years from the 1st of April, 1943, and will therefor expire on the 31st of March, 1950. The Scheme provides for a grant of £905,000 from Colonial Development and Welfare funds (capital—£304,000; recurrent £601,000) and a minimum contribution from Colony revenues of £719,000 (recurrent)—a total of £1,624,000 over the seven-year period.

3. The minimum Colony contribution of £719,000 will be spent by 31st of March, 1950, but it is estimated that a balance of approximately £53,500 (Capital £32,500, Recurrent £21,000) of the grant from Colonial Development and Welfare funds will remain unspent at that date.

4. The Director of Agriculture considers that he will be able to complete the capital works authorised under Scheme D 297 by the end of 1950-51, and it is therefore proposed to ask the Secretary of State to extend the life of that scheme for a period of one year from the 1st of April, 1950, for that purpose only. It is not proposed to seek additional assistance from Colonial Development and Welfare funds for capital works, but merely to carry forward to 1950-51 whatever may be the unspent balance of the capital grant on that date now estimated at about £32,500.

5. The recurrent cost of operating the Department of Agriculture in 1949-1950 is estimated at £235,515 (Head V Part I of the Estimates) to which may be added an amount of £14,100 for war bonus payments—a total of £249,615. Government's contribution towards this amount is fixed at £130,000 so that an estimated sum of £119,615 will fall for reimbursement from Colonial Development and Welfare funds, and will be the final contribution to recurrent costs under Scheme D 297.

6. It is now therefore necessary to consider what arrangements should be made for financing the recurrent costs of the Department from the 1st of April, 1950. In the present financial circumstances of the Colony a considerable additional burden would abruptly be imposed on general revenues if the Colony were to attempt to assume full responsibility for the recurrent costs of the Department from that date and it is therefore proposed to seek further assistance under the Colonial Development and Welfare Acts on a gradually diminishing scale, to meet a portion of the annually recurrent costs of the Department of Agriculture (during the next five financial years) on the following terms:—

- (a) it is assumed that for the purpose of this assistance from Colonial Development and Welfare funds, the annual recurrent expenditure of the Department can be stabilised at £250,000;

- (b) the Colony should contribute a basic sum of £150,000 towards recurrent expenditure during 1950–51 and thereafter this sum should annually be increased by £20,000 as follows:—

1950–51	..	..	£150,000
1951–52	..	..	170,000
1952–53	..	..	190,000
1953–54	..	..	210,000
1954–55	..	..	230,000

As in Scheme D 297, these contributions would be minimum amounts not subject to reduction but subject to be increased by any recurrent expenditure in excess of £250,000 per annum (*vide* (a) above).

- (c) Colonial Development and Welfare assistance should be made available towards annually recurrent expenditure on the basis of the difference between the Colony's minimum contribution and the sum of £250,000 or if the actual figure of recurrent expenditure for the year was less than £250,000 then such lesser sum. The Colonial Development and Welfare grant would thus be limited to the following amounts which would be maximum contributions not transferable from year to year:—

1950–51	£100,000
1951–52	80,000
1952–53	60,000
1953–54	40,000
1954–55	20,000

Total ..	£300,000
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7. A Resolution will be moved by the Minister for Agriculture seeking your approval for the submission of an application to the Secretary of State for further assistance from Colonial Development and Welfare funds to meet the recurrent costs of the Department of Agriculture over the five-year period commencing on the 1st of April, 1950, on the basis proposed above.

J. HUGGINS.
Governor.

King's House, Jamaica,
18th October, 1949.

No. 47.

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to seek your authority to submit to the Secretary of State for the Colonies an application for a grant under the Colonial Development and Welfare Acts, 1940 and 1945, to meet three-quarters of the cost of a site for a new hospital at Montego Bay in the parish of St. James, on the understanding that a further application will be forwarded to the Secretary of State in due course for a free grant from the same source to meet three-quarters of the cost of constructing and equipping the hospital, when plans and estimates have been prepared.

2. In view of the serious congestion in the Montego Bay public hospital, which was designed to accommodate 72 patients but now contains an average of 208, the inadequate total hospital accommodation available in this important township, and the difficulty of expanding accommodation on the site of the present public hospital, it is proposed to build in due course a new hospital at Montego Bay to provide the accommodation and additional amenities required.

3. It is proposed to purchase as a site for the new hospital an area of land approximately seven acres in extent on Catherine Hall Estate on the southern side of the town. It is desired to secure the site at once as land in the Montego Bay area is in great demand and the price of such land is not likely to fall.

4. If the House approves of the submission of an application for assistance to the Secretary of State provision to meet the remaining quarter of the cost of the site will be included in the Colony's draft Estimates for 1950-51.

5. The Minister for Social Welfare will accordingly move a Resolution seeking the authority of the House for the submission of the application to the Secretary of State, and in accordance with the usual practice the Minister will be prepared to supply in Committee full details of the amount required to meet the purchase price of the land.

J. HUGGINS,
Governor.

King's House, Jamaica,
22nd October, 1949.

No. 48

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to my Message No. 20, dated the 27th of July, 1949, regarding arrangements for the purchase by Government of the 1949-50 pimento crop, and also to the Resolution which was passed by the House on the 29th of August, 1949, on the same subject. By that Resolution the House approved the purchase by Government of the 1949-50 pimento crop as proposed in my Message, but made the re-

commendations which, along with the decisions which have been taken by the Executive Council on these recommendations, are reproduced below:—

- (1) "That the price of pimento be increased immediately by 4d. per lb., and future profits should be returned to the producers".

The profits available from the past sales of pimento by Government are not sufficient to allow of payment of an additional 4d. per lb. to growers in respect of the 1949–50 crop. The crop is estimated at about 2,400 long tons. The Executive Council is, however, prepared to agree to an increase in the price paid to the grower from 5d. per lb. to 6d. per lb., with effect from the 1st of November, 1949. At this increased price, a sum of approximately £145,000 will be required to meet the cost of purchase, transport and storage of the 1949–50 crop. As regards the recommendation that future profits should be returned to the producers, the Executive Council is prepared to agree that all profits accruing to Government on the sale of pimento stocks shall be earmarked for the benefit of the pimento industry.

- (2) "That from funds available now of pimento profits the sum of £2,000 be earmarked to assist the producers of pimento in organising the industry".

The Executive Council would be prepared to consider this proposal should specific recommendations be put forward by representatives of the producers for such organisation.

- (3) "That Government continue to keep control of the pimento purchase in bulk until the industry is organised".

The Executive Council accepts this recommendation on the understanding that if the industry does not become organised within a reasonable period of time the position would have to be reconsidered.

2. A Resolution will be moved in the House at the first opportunity seeking your approval to proceed with the purchase of the 1949–50 pimento crop in accordance with the arrangements indicated in my Message No. 20, of the 27th of July, 1949, as modified in respect of the price to be paid to the producer as indicated above.

J. HUGGINS,
Governor.

King's House, Jamaica,
24th October, 1949

No. 49

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to refer to my Message No. 17, of the 19th of July, 1949, submitting a draft application to the Secretary of State for the Colonies seeking a free grant of £55,937 from Colonial Development and Welfare funds towards a scheme for the establishment of a Co-operative Department and the development and control of the Co-operative Movement in Jamaica, and to the resolution of the House dated the 14th of September, 1949, approving the transmission of the application to the Secretary of State.

2. The Secretary of State has now intimated that he is unable to agree that the subventions for local training courses and to promotional bodies not otherwise subsidised from Government funds, which are provided for under Part III of the Scheme, should be met from a Colonial Development and Welfare grant. He has no objection to these subventions, but considers that they should be financed from General Revenue, and not from Colonial Development and Welfare funds.

3. It was originally proposed that the grant under the Colonial Development and Welfare Acts should cover the full cost of the scheme during the first three and one half years, from the 1st October, 1949, and a progressively decreasing proportion of the cost during the remaining three years up to 31st March, 1956, and it is therefore necessary to seek your approval for a modification of the scheme to provide for the proposed expenditure under Part III, which amounts to £800 per annum, being met instead from General Revenue, during the entire period of this Scheme.

4. A Resolution will be moved by the Minister for Social Welfare seeking your approval of the modification of the Scheme accordingly.

J. HUGGINS,
Governor.

King's House, Jamaica,
25th October, 1949

No. 51

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of The House of Representatives,

I have the honour to address you on the subject of the reconstruction of the main runway at the Palisadoes Airport.

2. For some time it has been clear that sooner or later reconstruction will have to be undertaken; as you are aware, in October, 1948, it became necessary to place substantial limitations on the weight of aircraft using the Airport because, after the abnormally heavy rains that occurred in that month, the runway showed signs of subsidence. Earlier in that year Lt. Col. R. Clayton, Commanding the Royal Engineers in Jamaica, was good enough to begin a detailed and exhaustive examination of the runway in order to determine the nature and extent of the work required and a copy of his final report thereon (without appendices and diagrams) is attached.

3. You will observe from that report that it is necessary now to consider measures for the reconstruction required. Of the two alternative courses indicated in paragraph 11 it is recommended, in order to ensure the continued availability of the Airport for all but aircraft of the largest type, that the second should be adopted, namely, that the base course of the runway should be strengthened by adding an additional eight inches north of the inter-section with the cross wind runway and six inches south of that intersection, so that aircraft of up to 100,000 lb. in weight may safely use the airport at all times.

4. The estimated cost of this work is approximately £160,000, and it is anticipated that the period of time required to complete the work would be about nine months. These estimates of cost and time are based on the use of certain mechanical equipment which is not at present available in Jamaica, and will take approximately one year to secure. It would not, therefore, be possible to start the work until November, 1950, and since this would be the beginning of the peak of the tourist season of 1950-51, it is proposed, subject to further consideration in the light of periodic reports on the condition of the runway, to postpone construction work until the beginning of March, 1951. Arrangements are being negotiated with the United States Authorities which will ensure the use for civil aviation of the airfield at Vernam Field during the period for which it will be necessary to close the Palisadoes Airport while reconstruction of the main runway is in progress. It is anticipated that the work of reconstruction of the runway will provide employment for a considerable number of men which, at the peak period, would be in the region of 400 a day.

5. The mechanical equipment which will be required is as follows:—

6 Ten Ton Rollers, Diesel

4 Eight hundred gallon water sprinklers on Bedford chassis

4 Two hundred and fifty gallon asphalt boilers (Bitumen), oil fire

4 Stone crushers, 50 cubic yards each per day, with screens

1 Granulator, medium size

The estimated cost of this equipment is £30,000, and, so that it may be ordered without delay, I ask for your authority to meet its cost by an advance against loan funds to be raised. The necessary Resolution will be moved in due course.

J. HUGGINS,
Governor.

King's House, Jamaica,
26th October, 1949.

No. 57

MESSAGE FROM THE GOVERNOR'S DEPUTY

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to seek your authority to submit to the Secretary of State for the Colonies an application for a grant of £25,000 under the Colonial Development and Welfare Acts, 1940 and 1945, to meet one-half of the capital cost of a programme of Intermediate Water Supply Schemes, the other half of the cost to be met by the Parochial Boards concerned by loan carrying debt charges at the rate of approximately 7% per annum.

2. In Message No. 58 of the 29th of September, 1948, submitting the Major Water Supplies Programme, it was stated that an "Intermediate" Programme, comprising water supply projects which could be fitted neither into the Minor Programme nor into the Major Programme, would be prepared, after consultation with the Parochial Boards, and consideration given to the means by which it would be

financed; and that, thereafter, proposals would be placed before the House. The Intermediate Programme was described in that Message as one comprising such projects as—

“a small water works normally costing less than £5,000 which could usually be installed by the Parochial Superintendent, or a minor improvement or extension to an existing supply, e.g., purification works, an additional storage reservoir or a few thousand feet of pipe line to reach an adjoining district”.

3. It is now proposed that the total expenditure on the Intermediate Programme should not exceed the sum of £50,000 and that as in the case of the Major Water Supply Programme, one-half of the cost should be financed from the Colony's Ten-Year Plan allocation for Domestic Water Supplies under the Colonial Development and Welfare Acts, 1940 and 1945, and the remaining half met by loan for which the Parochial Boards concerned will be required to accept financial responsibility. The loan portion of the cost of the Programme, not exceeding £25,000, will be met from the allocation for domestic water supplies in the new Development Loan, and the Parochial Boards concerned will be required to meet the annual debt and maintenance charges of the individual water supplies constructed.

4. It is proposed that, if the application is approved by the Secretary of State, an Intermediate Programme should be prepared comprising water supply schemes which the Parochial Boards consider to be the most urgent. Firm estimates of the capital and recurrent costs of the individual schemes will be obtained and placed before the Parochial Boards concerned for their acceptance, and it is proposed that, within the total allocation of £50,000 for this programme, each scheme, as soon as it is prepared and accepted by the Parochial Board, should be submitted to the Executive Council for approval without further reference to the House or to the Secretary of State. This is the same procedure as is followed in the case of schemes provided for under the Minor Water Supplies Programme.

5. A Resolution will be moved by the Minister for Social Welfare seeking the approval of the House for the submission of the Application to the Secretary of State and for the procedure outlined above.

D. C. MACGILLIVRAY,
Governor's Deputy.

The Secretariat, Jamaica,
8th November, 1949.

No. 62.

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

Members of the House of Representatives,

I have the honour to seek your approval for the purchase by the Government of Jamaica of all property at the United States Base at Vernam Field which is surplus to the requirements of the United States Authorities.

2. The United States Air Force has intimated to this Government its intention to withdraw completely from Vernam Field on the 31st of January, 1950, and to cease to operate the Base from that date. I must make it clear that it is understood that this step will not involve any formal abandonment of the 99-year lease of the Base granted to the United States Government under the United States Bases Agreement of 1941, and it is the present intention of that Government to retain the right to re-occupy the area at any time should circumstances arise which may dictate such a course. The United States Air Force Authorities have indicated to this Government the surplus property at the Base of which they desire to dispose by sale and that, subject to the offer of an acceptable figure, they would prefer to sell the whole of this property in bulk to the Government of Jamaica rather than under any other arrangement. They have therefore given an opportunity to this Government to make an offer for the purchase of all the surplus property at the Base, which includes buildings and other permanent installation, and have accepted an offer of 400,000 United States Dollars which has been made by this Government, on the understanding that your approval of the arrangements contemplated will be necessary and that His Majesty's Government signifies its agreement to the release of the dollars involved.

3. From the point of view of this Government the most valuable portion of the property involved is a power plant, containing three generators, each providing power to the extent of 500 kilowatts, together with the building in which the plant is housed all ancillary equipment, distribution lines and essential spare parts. This plant is required for the early implementation of the mid-Clarendon irrigation scheme and, in addition, there is included in the offer a wide variety of other property, materials and equipment. It includes, for instance, more than 250 buildings, seven miles of railway line, one diesel locomotive, a number of motor vehicles, quantities of piping for use in water supplies, medical stores, pumping plant, furniture and office equipment. It also includes certain airport equipment which it is necessary for this Government to acquire in order to be able to operate the airfield at Vernam Field both as a bad weather alternate to the Palisadoes Airport and also during the period when the Palisadoes Airport will have to be closed for the reconstruction of the runway.

4. Only a single list detailing the property included in the offer has been obtained and this will be made available for examination by Members of the House by the Minister for Social Services.

5. Some part of the buildings, materials, installations and equipment would be of value to this Government. It is proposed, however, that when the needs of Government Departments, Local Government Authorities and quasi Government organisations have been met, the remainder should be offered for sale to the public by competitive bids the appropriate customs duties being collected from the purchasers in addition to the purchase price.

6. Should the House approve of the purchase proposed, it will be necessary for Government to set up an organisation which will be charged with the custody of the property pending its disposal by this Government and with the administration of the disposal arrangements. This organisation would also be charged with the responsibility for ensuring that proper measures are taken to safeguard the property against damage or deterioration, for example, one of the three electric generators has been dismantled by the Base Authorities and it is desirable, in order to preserve its condition, that it should be re-installed in the power plant building at an early date. For these various purposes I have to seek your approval for an initial expenditure of £2,500.

7. If the House should approve expenditure of the amount involved, it is intended that the Contract of Sale with the United States Air Force Authorities should include the following conditions:—

- (a) The purchase price of the property would be subject to proportionate reduction if, on being checked on behalf of the Government of Jamaica on delivery by the United States Authorities it should be ascertained that any of the property listed has not in fact been delivered;
- (b) in the event of withdrawal from the sale by the United States Authorities of any portion of the property listed that, in the opinion of the Government of Jamaica, involves, a substantial variation in the nature or value of that property, this Government will reserve the right to withdraw its offer to purchase any or all of that property;
- (c) an Agreement should be concluded between the Government of Jamaica and the appropriate Authorities of the United States Government providing for the following matters:—
 - (i) the right of the Government of Jamaica at any time Vernam Field is not occupied by United States Forces to use the airport at the Field as an emergency bad weather alternative to the Palisadoes Airport, or at any time when the Palisadoes Airport is under reconstruction, without payment to the United States Government of any compensation in respect of such use;
 - (ii) the right of the Government of Jamaica at any time the United States Authorities are not in occupation of Vernam Field to occupy the whole thereof or to permit other persons to occupy such portion thereof as may be agreed by the United States Authorities;
- (d) in the event of the United States Government exercising its right of re-occupation of the Base, the permanent installations included in the proposed purchase would be taken over by that Government at an agreed re-valuation;
- (e) an Agreement would be entered into between this Government and the United States Authorities providing for the undisturbed use of the electric power plant in its present locality by the Government of Jamaica irrespective of whether or not the United States Government should at any time exercise its right of re-occupation of the Base.

8. I regret that I have had to ask you to consider this matter in so short a time. I hope that you will appreciate, however, that although discussions and negotiations with the United States Authorities have been proceeding for some time it was not until to-day that it has been possible to reach final agreement. Further, as you are aware, it will be necessary to secure from this House the authority for the expenditure required if this authority is not to be delayed until the House elected at the forthcoming General Elections assembles in January, 1950. I ask, therefore, that you approve supplementary expenditure of £142,857 the sterling equivalent to the nearest £ of \$400,000 U.S., to enable this Government, subject to the conditions indicated in paragraph 7 of this Message, to effect the purchase of all property at Vernam Field now, or shortly to be, surplus to the requirements of the United States Authorities. A Resolution seeking your approval accordingly will be moved by the Minister for Social Services.

J. HUGGINS,
Governor.

King's House, Jamaica,
22nd November, 1949.

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REPORT ON JAMAICA

FOR THE YEAR 1950

PART I

GENERAL

HIS EXCELLENCY SIR JOHN HUGGINS, G.C.M.G., M.C., Governor of Jamaica since 1944, left the Island in September on six months leave preparatory to retirement.

An event that aroused interest throughout the British West Indies was the installation of H.R.H. Princess Alice, Countess of Athlone, as Chancellor of the University College of the West Indies in February.

At the first meeting of the House of Representatives held on the 12th of January, 1950, the following were elected to serve on Executive Council:—

The Honourable Sir Harold Allan, O.B.E., Leader of the House of Representatives, Minister for Finance and General Purposes; The Honourable W. A. Bustamante, Minister for Communications; The Honourable D. B. Sangster, Minister for Social Welfare; The Honourable J. Z. Malcolm, Minister for Education; and The Honourable I. W. A. Barrant, Minister for Agriculture, Lands and Commerce.

Agricultural production continued to be maintained at a satisfactory level. The output of sugar totalled 271,582 tons, an increase of 33,838 tons over the figure for 1949; the exports of bananas showed a decline of approximately half a million stems as compared with the figure of the previous year but this was largely due to more rigid inspection which led to rejection of a larger proportion of ripe fruit; one encouraging sign was that the export of the Lacatan variety rose from 120,000 stems in 1949 to 444,375 stems in 1950. The expansion in the tomato industry noted in the 1949 Report has been continued and during the year more than 9,500,000 lb. were exported.

The Agricultural Department has to its credit a year of steady progress. The establishment of Agricultural Stations is nearing completion and they attracted many interested visitors both from Jamaica and from overseas. A heavy programme of valuable research work was completed during the year. The Revised Farm Improvement Scheme has produced very good results. A useful conference of Directors of Agriculture in the British West Indies was held in Jamaica early in the year under the chairmanship of the Agricultural Adviser to the Secretary of State for the Colonies.

The introduction of the Pioneer Industries (Encouragement) Law, 1949, has been proved fully justified. During the year a large number of applications were considered; 17 industries were declared "pioneer industries" and in respect of the majority of these industries "pioneer manufacturers" have also been declared. Examples of industries that have taken advantage of concessions under this Law are those for the manufacture of anhydrous alcohol, pre-stressed and post-stressed concrete products, carbon dioxide gas, synthetic detergents and metal containers. An important measure passed during the year was the Bauxite and Alumina Industries (Encouragement) Law which grants concessions to Companies engaged in the mining of bauxite and the manufacture of alumina in relation to import duty and tonnage tax. There are three Companies now operating in Jamaica, namely:- Reynolds Jamaica Mines, Ltd., Jamaica Bauxites, Ltd., and the Kaiser Aluminium and Chemical Corporation.

A brochure entitled "Invest in Jamaica—an invitation to Industry" giving information about conditions in Jamaica and the possibilities for investment was issued towards the end of the year and is being widely circulated.

While agricultural and industrial expansion has shown encouraging signs of progress, the general economy of the Colony has suffered adversely from the substantial increase in the cost of essential imports particularly towards the end of the year. This trend has manifested itself in a marked rise in the cost of living index which stood at 262 at the end of the year, an increase of 13 points above the final figure for 1949.

Another matter of serious and constant concern to Government has been the state of unemployment and under-employment. The number of workers recruited in Jamaica for agricultural work in the United States of America was the lowest in any year since commencement of the scheme; it is hoped, however, that the number required will be considerably increased in 1951.

The work of the Labour Department has been exceptionally heavy during the year largely owing to an increase in the number of industrial disputes, many of them involving the question of union representation. A Board of Enquiry was appointed to examine the position in regard to labour disputes between trade unions and to make recommendations for the provision of machinery for the settlement of such disputes and reported in October. A Conference of Labour Officers of the British West Indies at which Sir George Seel, Comptroller, Development and Welfare Organisation in the West Indies, presided, was held in Kingston in December.

The Colony's visible adverse balance of trade continues to be reduced. The total value of imports during 1950 was £20,813,000 as against £19,226,000 in 1949 and the value of exports was £16,424,000 as against £12,138,000 in 1949.

The Report of Mr. E. Mills, C.B.E., who was appointed in 1949 as Commissioner to enquire into and make recommendations on the organisation and remuneration of the Public Service, was published during the year. The recommendations in the Report included a complete regrading of the salaries in the Public Service, the establishment of a Public Service Commission, the creation of an administrative

grade and the introduction of machine accounting. The recommendations for the regrading of salaries was accepted with certain modifications and were implemented with effect from the 1st of October.

An important step was taken in the field of Education with the setting up in November of an all-Island Education Authority, which formed the chief recommendation of the Kandel Committee. This Authority has taken over the functions of the Board of Education and the Jamaica Schools Commission, both of which have now been abolished. The Government, the Education Department, the Jamaica Union of Teachers the Secondary and the Elementary Schools, the Training Colleges, the religious denominations, the University College of the West Indies and the parents and public of Jamaica are all represented on the Authority.

The tourist trade continues to expand and there was an appreciable increase in the number of tourists who visited the Island. Two new hotels were erected on the north coast, and others are under construction.

A Department of Co-operatives was established in January and there has been marked progress in the development of Co-operative Societies in the Colony.

Early in the year the newly established Geological Department began work on a seven-year programme which embraces the geological mapping of the entire Island.

The death rate fell to 11.82 per 1,000 of population the lowest on record; the infant mortality rate was also the lowest ever recorded. A new hospital was completed and opened at Annotto Bay during the year and good progress was made in the construction of a new hospital at Spanish Town. There was no major outbreak of any disease during the year. The cinema as a means of disseminating health knowledge was more widely used than in any previous year.

Social Welfare work, which is undertaken by both official and voluntary agencies, made further good progress in various fields.

On the 1st of May the radio broadcasting station, which had previously been operated by Government, was taken over by the Jamaica Broadcasting Company, Limited, operating under the exclusive licence granted to the Company in November, 1949, and on the 9th of July the Company began commercial broadcasting. By the end of the year the hours of broadcasting were extended from the previous five hours a day schedule to some twelve hours a day.

PART II

CHAPTER 1—POPULATION

THE LAST census of population in Jamaica was taken in 1943 when the population was found to be 1,237,063. At the end of 1950 the estimated population was 1,416,987. The increase during the year 1950 was 28,089 or 20.0 per 1,000. Over the period 1944–1949 the average annual rate of increase was 18.8 per thousand.

Natural increase (i.e., the excess of births over deaths) and decrease by migration (i.e., excess of recorded departures over recorded arrivals) have added to the population during the last three years as follows:—

	Natural Increase	Decrease by migration	Total Increase
1948	23,853	2,135	21,718
1949 (revised)	27,106	318	26,788
1950 (provisional)	29,800	1,711	28,089

Births

The total number of births registered in 1950 was 46,384 or 33.06 per 1,000 of population. The proportion of illegitimate births was 70 per cent, which was slightly higher than in 1949, and in fact higher than any year since 1944.

	Birth rate per 1,000 population	Illegitimate births per 100 total births
1941–45 average ..	31.76	69.52
1947	32.60	68.62
1948	30.92	68.09
1949 (revised) ..	31.93	68.81
1950 (provisional) ..	33.06	69.75

Deaths

The total number of deaths registered in 1950 was 16,584 of which 3,639 were infants under one year of age. The death rate was 11.82 per 1,000 of population and the infant mortality rate was 78.45 per 1,000 live births; both of these rates were the lowest ever recorded.

	Death rate per 1,000 population	Infant Mortality per 1,000 live births
1941–45 average ..	14.54	99.3
1947	14.14	92.2
1948	13.26	86.7
1949 (revised) ..	12.20	80.7
1950 (provisional) ..	11.82	78.5

Comparative life tables prepared on the basis of deaths in 1945–47 show an average length of life of 51.25 years for males and 54.58 years for females—an increase of approximately 15 years over that in 1920–22.

MARRIAGES

The number of marriages registered in 1950 is not yet available. There were 5,873 in 1949 and 5,542 in 1948.

CHAPTER 2—OCCUPATION, WAGES, LABOUR ORGANIZATION

OCCUPATION

At the end of 1950 the estimated population was 1,416,987.

The Labour Force was estimated at 567,000, distributed as follows:—

Gainfully occupied:

253,000	in Agriculture
116,300	in service occupations, i.e., as domestics, labourers, renovators, waiters, etc.
67,600	in manufacturing
43,900	in trade and commerce
39,100	in construction
13,100	in transportation and communication.

Unemployed

34,200 unemployed in all categories.

Despite increasing industrial enterprise, the unemployment problem is still a matter of grave concern.

WAGES, RATES, ETC.

Wage rates fluctuated during 1950 due mainly to industrial disputes arising as a result of intense Trade Union rivalry.

Marked increases were reflected in the average rates paid to workers in the following categories:—

Public Utilities—Chemical Products
Transportation and Communication
Distributive Trades and Manufacturing.

Government officers and employees received increases based on the recommendations contained in the Mills Report. War bonus has been merged to form part of salary and wages paid to all Government officers and employees.

The table below sets out the wage rates, hours and numbers of workers in the principal industries in 1950:—

Category	Rates of Pay	Average Hours Worked	Total Nos. of workers in Industry
<i>Agriculture—</i>			NO RELIABLE STATISTICS AVAILABLE
Sugar Workers ..	Male: 6/3 to 7/- per day Female: 4/6 to 5/6 per day	10 hrs. per day	
Farm Labourers ..	Not available		
<i>Public Utilities—</i>			
Electricity:			
(1) Electricians and Service-men ..	120/- per week	48 hrs. per week	
(2) Linesmen ..	80/- per week	48 hrs. per week	
(3) Labourers ..	54/2 per week	48 hrs. per week	
<i>Water—</i>			
(1) Operators ..	63/- per week	48 hrs. per week	
(2) Plumbers ..	58/2 per week	48 hrs. per week	
(3) Watermen ..	32/10 per week	48 hrs. per week	

Category	Rates of Pay	Average Hours Worked	Total No. of workers in Industry	
Manufacturing—				
(1) Vegetable Products ..	Male 58/- per week Female 37/- per week	45.2 hrs. per week 43.7 hrs. per week	NO RELIABLE STATISTICS AVAILABLE	
(2) Leather ..	Male 56/9 per week Female 40/6 per week	46.9 hrs. per week 46.9 hrs. per week		
(3) Textile ..	Male 63/4 per week Female 44/- per week	43.7 hrs. per week 45.4 hrs. per week		
(4) Wood and Paper ..	Male 62/6 per week Female 42/- per week	46.6 hrs. per week 42.2 hrs. per week		
(5) Iron Products ..	Male 59/- per week	45.8 hrs. per week		
(6) Chemical Products ..	Male 62/6 per week Female 34/6 per week	53.9 hrs. per week 44.2 hrs. per week		
Miscellaneous ..	54/- per week	45 hrs. per week		
Construction—				
(1) Carpenters ..	40/- to 100/- per week	48 hrs. per week		
(2) Plumbers ..	40 to 100/- per week	48 hrs. per week		
(3) Masons ..	40/- to 100/- per week	48 hrs. per week		
(4) Painters ..	40/- to 100/- per week	48 hrs. per week		
(5) Road Labourers ..	45/- per week	48 hrs. per week		
Transportation and Communication—				
(1) Bus Operators ..	80/- per week	48 hrs. per week		
(2) Conductors ..	60/- per week	48 hrs. per week		
(3) Trackmen (railway) ..	25/- to 35/- per week	48 hrs. per week		
(4) Telegraph clerks, Post Office ..	50/- to 115/- per week	48 hrs. per week		
(5) Telephone Workers ..	75/3 per week	45 hrs. per week		
(6) Cable workers ..	120/3 per week	48 hrs. per week		
Trade and Commerce—				
(1) Senior Clerks ..	Male 175/- per week Female 102/6 per week	46 hrs. per week 45 hrs. per week		
(2) Clerks (office) ..	Male 107/- per week Female 88/- per week	43.7 hrs. per week 41.9 hrs. per week		
(3) Shop Assistants ..	Male 54/- to 90/9 per week Female 36/6 to 59/6 per week	44 hrs. per week 45.5 hrs. per week		
Services—				
(1) Firemen ..	50/- to 65/- per week	on call		
(2) Postmen (delivery) ..	35/- to 70/- per week	48 hrs. per week		
(3) Police Constables ..	Male 6/6 to 10/- per day Female 7/6 to 10/- per day	on call on call		
Personal Service—				
(1) Domestic ..	Male 18/11 per week Female 14/4 per week	62 hrs. per week 68 hrs. per week		
(2) Hotels ..	Male 46/2 per week Female 28/5 per week	56.7 hrs. per week 57 hrs. per week		
(3) Catering ..	Male 38/3 per week Female 23/4 per week	48.7 hrs. per week 49.2 hrs. per week		
(4) Renovating ..	Male 42/8 Female 27/11 per week	46.7 hrs. per week 46.7 hrs. per week		
General Labour—				
(1) General Labourers ..	Male 30/- to 50/- per week Female 20/- to 30/- per week	48 hrs. per week 48 hrs. per week		

N.B. (i) Where average rates have been less than the previous years it has been found that a larger number of apprentices were engaged.

(ii) Where average rates have exceeded considerably the previous years it has been found that new wage agreements consequent on wage disputes and strikes have occurred.

COST OF LIVING

At the end of December, 1949, the Working Class Cost of Living Index stood at 249.97 and at the end of December, 1950, it was 262.61.

The index rose by 3 points to just over 252 in February, and remained stable until the end of April. There was another rise of 3 points which took the index figure to 255.47 in May. Only minor fluctuations of about 1 point were recorded for the months in between and at the end of August the index was 254.99.

There was a sharp rise of 6.26 points in the index for September, bringing the figure up to 261.25. This was due to increases in the Food and Clothing categories.

Abnormal weather conditions in October produced increases in the prices of some items of Fuel and Cleaning and some locally grown foodstuffs and caused the final index to reach 267.95—an increase of 6.70 points over the September figure. With the partial return of normal weather conditions in November, the index figure fell to 262.82 as the rise of 20 points in the Clothing group was offset by decreases in Food and Fuel and Cleaning categories.

The figure remained stable as the year closed with a final index of 262.61 for December.

Food—Items showing increases were bread, coconut oil, codfish, condensed milk, mackerel, sugar and locally grown foodstuffs. The price of codfish which rose from 1/2 to 1/6 per lb. in February was reduced to 1/3 in August.

Clothing—A good supply of piece goods from Japan and India kept the Clothing index down until the end of August; but the decontrol of dry goods and the imposition of Sur Tax on certain items of clothing caused the cost of clothing to rise over the last four months of the year.

Fuel and Clothing—The figure remained stable until September, when it rose 10 points due to an increase in the price of charcoal. Heavy rains in October forced the price of charcoal still much higher and caused the index figure to reach an abnormal height of over 50 points in excess of the previous month. Conditions returned to normal and the index resumed a more regular pattern for the rest of the year.

All Other—The only increase worth mentioning was in the price of cigarettes.

Rent—There were small increases in rentals to offset cost of repairs and alterations of houses.

The following table shows the prices of basic foodstuffs in 1940 and 1950:—

Commodity	Quantity Unit	AVERAGE PRICE FOR YEAR IN SHILLINGS AND PENCE	
		1940	1950
Flour	lb.	2½d.	4¾d.
Cornmeal	"	2d.	4½d.
Rice, white	"	2¼d.	7¾d.
Bread	"	4d.	9¼d.
Beef, fresh	"	6¾d.	1/2
Pork, "	"	7d.	1/3
Fish, "	"	7d.	1/5
Salt Cod	"	5½d.	1/4½d.
Mackerel, pickled	"	5¼d.	11½d.
Canned fish:—			
Salmon	tin	10d.	2/7½d.
Sardines	3½ oz.	3¼d.	7½d.
Butter	lb	1/8½d.	3/6
Fresh Milk	qt.	7d.	1/1½d.
Condensed Milk	14 oz. tin	6½d.	11¾d.
Bananas, ripe	doz.	3½d.	11¼d.
Yams	lb	2d.	3¼d.
Bananas, green	doz.	1¾d.	6½d.
Irish Potatoes	lb	2¾d.	6d.
Peas, red	qt.	9d.	1/9½d.
Corn (maize)	"	2¾d.	6½d.
Coffee	"	8d.	2/-
Coconut Oil, unrefined	"	1/2	2/4½d.
Sugar, brown	lb	2½d.	3¾d.

LABOUR DEPARTMENT

As a result of the labour troubles of 1938 an Unemployment Registration Bureau was opened in September of that year. It was in this Registration Bureau that the Labour Department had its beginning as the disturbances showed the need for suitable machinery to deal with increasing labour problems and for the collection of statistical information concerning the social and industrial life of the colony. The Bureau registered unemployed persons in Kingston and prepared unemployment statistics. On the establishment of the Labour Department, this organisation was absorbed and formed the nucleus of the Staff.

In 1940, branch offices were established at Montego Bay, Mandeville, St. Ann's Bay and Port Antonio. In 1945-46, however, Government decided to close these Area Offices and the Island's labour problems are now dealt with directly from Head Office.

In the same year the Statistical Branch was incorporated in the Central Bureau of Statistics, which Department is now responsible for the compilation of wage and other statistics.

The permanent staff of the Department is comprised of a Labour Adviser, a Deputy Labour Adviser, six Senior Labour Officers, three Labour Officers, two Assistant Labour Officers and twenty-two Clerks.

Functions

The functions of the Labour Department are:—

- (a) To advise Government on all labour matters and to prepare such reports as may be called for from time to time;
- (b) To encourage voluntary negotiations in industry and maintain conciliation machinery for the settlement of disputes which may arise;
- (c) In the absence of collective bargaining to recommend minimum wage legislation for industries in which wages are considered low;
- (d) To propose legislation for the improvement of conditions in factories and provide suitable inspection to ensure the safety, health and welfare of workers;
- (e) To recommend legislation on the lines of the International Labour Conventions so that workers may get the benefit of these Conventions and to provide the inspectorate for the implementation of labour legislation;
- (f) To foster the growth of trade unionism in the island and to advise associations of employers and trade unions in the light of latest trends in industrial relations, organisation and practice;
- (g) The operation of a free Employment Bureau for the Corporate Area of Kingston and St. Andrew, the recruitment and despatch of workers for employment overseas and the placement of Ex-Servicemen.

Labour Legislation

A considerable amount of labour legislation has been enacted since 1938. This legislation gives effect to the provisions of relevant International Labour Conventions as well as statutory provisions for their implementation. The following important labour laws have been enacted since 1938:—

- (i) The Shop Assistants' (Amendment) Law, 1938.
- (ii) The Trade Union (Amendment) Law, 1938.
- (iii) The Trade Union (Amendment) Law, 1940.
- (iv) The Children and Young Persons (Amendment) Law, 1941.
- (v) The Masters and Servants (Amendment) Law, 1940.
- (vi) The Workmen's Compensation Law—Chapter 408, with Amendments—Laws 35 of 1939, 71 of 1941 and 45 of 1942.
- (vii) The Minimum Wage Law—Law 31 of 1938.
- (viii) The Minimum Wage (Amendment) Law, 1948.
- (ix) The Trade Disputes (Arbitration and Enquiry) Law, Law 16 of 1939.
- (x) The Recruitment of Workers Law, Law 30 of 1940.
- (xi) The Factories Law, Law 43 of 1940, with Amendment—Law 1 of 1942.
- (xii) The Employment of Women Law, Law 33 of 1941.
- (xiii) The Dockworkers (Protection against Accidents) Law, Law 18 of 1941.
- (xiv) The Labour Officers (Additional Powers) Law, Law 8 of 1943.
- (xv) The Holidays with Pay Law, Law 2 of 1947.
- (xvi) The Juveniles Law, Law 44 of 1948 (not yet brought into operation).

Since the enactment of the Minimum Wage Law, 1938, Advisory Boards have been appointed under its provisions to make recommendations and these recommendations have been implemented by proclamations fixing minimum wages for the following industries:—

The Sugar Industry
 The Bakery Trade
 The Biscuit Trade
 The Catering Trade
 The Printing Trade
 The Alcoholic and Non-Alcoholic Beverage Trade
 The Dry Goods Trade.

Labour Disputes

During the early years of trade unionism in the island most of the work concerned the immediate settlement of disputes but since 1939 the Department has encouraged the principle of collective bargaining and introduced machinery to enable industry to settle their difficulties as far as possible without outside interference. A direct result of this has been the marked improvement in the negotiations between employers and unions. Much remains to be achieved in this direction but the establishment of Works Committees being fostered by the Department will ultimately improve the relationship between employer and worker and thereby increase the standard of efficiency and production.

During the year 1950 labour relations were seriously upset by a series of representational disputes as the two leading trade unions endeavoured to attain supremacy amongst the workers. With view to finding a solution, Government appointed a Board of Enquiry "to enquire into the present position in regard to labour disputes between trade unions and to make recommendations for the provision of machinery for the settlement of such disputes". The Board reported on the 6th of October, 1950, and their findings are now being considered by Government.

In the meanwhile the Labour Department arranged, where necessary, for polls to be taken by agreement between employers and the rival unions to ascertain the appropriate bargaining agent in the particular industry. Fifteen such polls were taken by the Department, the results of which were accepted by the parties and agreements for specified periods were negotiated thereafter.

There were sixty strikes during the year, the most serious of which occurred in the sugar industry over bargaining rights and remained unsettled at the end of the year.

To supplement the steps taken in the settlement of disputes, a voluntary panel of responsible persons was drawn up from which "ad hoc" arbitrators were selected by contending parties who agreed to accept their decision as final. There were seven such cases during the year and the decisions handed down were in all cases adhered to.

Minimum Wage Inspections

Labour Officers carried out regular inspections of establishments which fall within the scope of proclamations issued fixing minimum rates of wage for the seven industries mentioned under "Legislation".

During the year 1950, 2,077 inspections were made under these laws, as a result of which 72 prosecutions were instituted. Fines totalling £24 3s. 0d. were imposed by the Courts and workers received arrears of wages amounting to £4,011 16s. 10d. consequent on these inspections.

Factory Inspection

The Factories Law was enacted in 1940. Since then amending legislation and regulations have been promulgated from time to time to bring it up to date. This Law provides for the registration of

factories and the provision of measures to ensure the health and safety of workers thereby reducing the incidence of accidents.

Factory Inspectors carry out regular inspections and demonstrate to owners the necessity for strict compliance with the relevant legislation. Employers generally have been co-operative, with the result that there has been a substantial improvement in working conditions and the installation of modern safety devices.

The Factories Law became effective on the 1st of August, 1943, and at the end of the year 1950, there were 671 registered factories in operation with a normal employment roll of over 21,728. 865 inspections were performed during the year and 22 convictions were recorded for breaches of the Law.

In addition to inspections under the Minimum Wage and Factories Laws, inspections were carried out under the following Laws:—

The Shop Assistants' Law,
The Children and Young Persons Law,
The Employment of Women Law.

Trade Unions

The Longshoremens' Union No. 1, established on the 10th of January, 1918, was the first trade union in Jamaica. In the following year a Trade Union Law, Law 37 of 1919, was enacted.

The growth of Trade Unions in the initial stages was slow and in 1938, prior to the labour disturbances, there were only 4 registered trade unions with a membership of 8,500. Since that time, however, there has been a tremendous increase in union activities, particularly during the past year. At the end of 1950, the total membership exceeded 78,000. At that date there were 12 registered Workers Organisations in the colony, the largest of which is the Bustamante' Industrial Trade Union, which has an estimated membership of over 63,500 covering all branches of agriculture and industry. During the year the Trades Union Congress, originally the governing body of a number of unions, became a registered Trade Union absorbing 14 unions.

In the year 1943, Government established Whitley Councils for the clerical, administrative and technical staff of Government Departments and in 1946 Interim Committees were set up in 12 Government Departments to deal with matters affecting labourers and semi-skilled workers employed to those Departments.

There are two employers associations registered under the Trade Union Law, viz., The Shipping Association of Jamaica and the Master Printers and Allied Trades Association of Jamaica. There are other employers associations which bargain collectively on behalf of their members but are not registered as trade unions.

Labour Recruitment and Emigration

The Kingston Employment Bureau was established in the year 1940 for the registration of unemployed persons in the Corporate Area of Kingston and St. Andrew with a view to finding employment for them either on Government projects or in industry. The Bureau undertook the recruitment of large numbers of labourers for work both in Jamaica and abroad.

The following summarises briefly the volume of work performed since its inception:—

- | | |
|---|-------|
| (a) Recruitment of workers for the Construction of
U.S. Naval and Air Base—Peak figure . . | 9,000 |
| (b) For employment with the Panama Canal . . | 4,893 |

(c) Recruitment for Royal Air Force	4,690
(d) Recruitment for Munition and miscellaneous work	1,022
(e) Recruitment for Agricultural Work in the U.S.A. (1943 to date)	62,439

Special mention should be made of the recruitment of labour for the United States which provided much needed man power for agriculture and skilled labour jobs in certain industries during the war period and at the same time assisted the economy of the island by relieving unemployment.

The recruitment programme has benefited the island to the extent of over £10,900,000. As this money was paid in U.S. Currency it was of great benefit to the dollar situation.

Unfortunately the number of workers sent to the United States annually has been reduced considerably and in 1950, only 1,345 workers were contracted in Jamaica, the lowest figure for any one year since the commencement of the programme.

For the benefit and welfare of the workers sent to the United States of America a Central Liaison Office was established in Washington and a staff of Liaison Officers provided to co-operate with the employers to ensure efficient work and satisfactory compliance with the terms of the contract.

Unemployment and Relief

In consequence of an unemployment survey taken in the Corporate Area and representations made to Government with regard to unemployment throughout the island, relief work at subsistence rates was started in 1939 in those parts of the island where the urgency was greatest.

From that time special provision was made in the Estimates of the Colony for rehabilitation works. During the year 1950-51, £119,470 was provided for this purpose. In addition to this provision, grants of £181,866 and £182,500 were made for special works to relieve unemployment in the Corporate Area and country parishes respectively.

Rehabilitation of Ex-Servicemen

A special organisation known as the Re-absorption Department was set up to rehabilitate ex-servicemen, 4,605 of whom were resettled by way of Land, Housing, Education, Loan and Employment Benefits.

The Re-absorption Department was closed in March, 1949, and its functions allocated to the Labour Department, Lands Department and the Central Housing Authority. The Labour Department has since granted 55 Loans and 362 Employment Benefits.

CHAPTER 3

PUBLIC FINANCE AND TAXATION

REVENUE AND EXPENDITURE

THE TOTAL revenue for the year 1949-50 was £10,002,635, and the total Expenditure £9,890,329. These amounts show an increase of about £4½ million and £4 million respectively, over the Revenue and Expenditure for the financial year 1943-44.

The Estimates for 1949-50 anticipated Revenue amounting to £10,314,313 and Expenditure £10,307,275—thus showing an estimated surplus of £7,038. The actual outturn showed a surplus of £112,306.

It will be seen that although there was a saving of just over £400,000 in Expenditure there was a corresponding shortfall in Revenue amounting to a little over £300,000.

Both the saving in Expenditure and the short-fall in Revenue may very largely be explained by the reduction in the amount spent on the Colonial Development and Welfare Schemes which, of course, would result in a correspondingly smaller amount recovered from the United Kingdom Government. There was a short-fall of £378,870 in the revenue estimated to be received in respect of Colonial Development and Welfare Schemes.

The Revenue and Expenditure to the nearest £1 under main heads for the three financial years ending on the 31st March, 1948, 1949 and 1950, were as under:—

REVENUE

Head	Year ended 31.3.48	Year ended 31.3.49	Year ended 31.3.50
	£	£	£
Customs and Excise ..	5,367,598	5,305,438	5,364,841
Harbour Dues, etc. ..	4,797	5,236	5,446
Licences and other Internal Revenue ..	366,889	389,669	371,370
Fees of Office, etc. ..	50,285	54,145	54,131
Reimbursements ..	370,994	491,094	508,335
Post Office Department	266,418	301,317	438,903
Departmental Revenue ..	94,264	102,722	128,556
Irrigation Receipts ..	17,514	18,871	20,497
Direct Taxation ..	2,163,755	2,297,753	2,240,456
Currency ..	34,742	37,588	33,418
Rents ..	6,256	8,756	8,838
Interest ..	61,536	62,761	53,284
Miscellaneous Receipts ..	28,574	27,575	80,471
Total Ordinary Revenue ..	8,833,622	9,102,924	9,308,546
Land Sales ..	1,741	1,711	2,262
Loan Re-payments ..	13,412	15,277	14,287
C. D. & W. Schemes ..	450,226	589,803	677,540
C. D. & W. Loans ..	1,491	3,227	..
Imperial Grants ..	5	..	..
Total General Revenue ..	9,300,497	9,712,942	10,002,635

EXPENDITURE

Head	Year ended 31.3.48	Year ended 31.3.49	Year ended 31.3.50
	£	£	£
Public Debt	580,587	696,828	668,294
His Excellency the Governor and Staff ..	11,608	11,938	11,556
Legislature	41,706	46,511	119,227
Administrator General ..	19,473	21,717	22,018
Agriculture—Part I ..	214,434	256,651	312,660
Agriculture—Part II ..	48,604	30,726	39,394
Attorney General ..	9,066	11,257	10,994
Agricultural Loan Societies Board	26,832	26,676	26,618
Audit	26,272	27,654	28,785
Bankruptcy	4,909	5,042	5,319
Board of Supervision ..	3,365	3,917	4,395
Broadcasting	6,753	6,867	5,837
Central Bureau of Statistics	8,583	9,126	8,509
Central Housing Authority			
Collector General—Part I ..	209,046	227,196	231,326
Collector General—Part II	101,536	84,608	66,198
Commerce and Industries ..	29,591	31,287	33,256
Co-operative Department ..			919
Crown Solicitor	4,422	4,672	4,592
Currency	5,090	8,775	14,872
Defence	42,593	37,376	44,165
Education	779,639	908,432	975,932
Forest	31,140	31,521	32,660
Geological Survey			6,773
Government Chemist	7,054	8,383	8,766
Harbours	7,161	7,878	7,840
Housing	71,809	114,469	37,524
Immigration	7,617		
Imperial Forces Allowances	20,126	15,634	14,755
Income Tax and Stamp Duties	76,537	104,220	155,152
Industrial School	32,117	37,323	40,952
Labour	25,144	20,542	16,784
Lands	61,034	112,263	104,540
Local Forces	7,379	6,575	6,620
Marine Board	429	441	724

EXPENDITURE, *contd.*

Head	Year ended 31.3.48	Year ended 31.3.49	Year ended 31.3.50
	£	£	£
Medical	649,155	736,456	793,871
Mental Hospital ..	146,651	159,057	161,527
Miscellaneous—Part I ..	138,207	218,091	131,496
Miscellaneous—Part II ..	1,090,012	1,054,436	1,022,671
Pensions	160,122	226,897	267,222
Pensions of Widows and Orphans	24,789	26,557	28,788
Police	534,776	560,877	568,428
Post and Telegraphs ..	306,253	307,894	325,649
Printing Office	63,664	66,267	82,887
Prisons	150,776	163,213	168,639
Railway—Deficit	240,759	249,355	323,029
Registrar General and Record Office	15,298	16,188	15,905
Registration of Titles ..	6,879	7,103	7,908
Rehabilitation	131,209	146,327	129,644
Reserve Funds .. ..	..	..	..
Resident Magistrates' Courts	76,070	76,866	80,350
Savings Bank	38,215	40,275	42,116
Secretariat	36,426	40,361	44,214
Social Services	43,285	49,514	39,604
Subventions	642,456	892,867	682,064
Supreme Court	20,673	21,733	21,168
Survey	25,454	34,854	40,391
Traffic Authority	10,502	10,708	11,031
Treasury	39,131	37,295	39,898
Public Works Department ..	137,360	133,594	143,065
Public Works Recurrent ..	597,630	767,620	657,034
Rio Cobre Canal	9,913	10,377	11,919
Public Works Extra- ordinary	353,853	668,836	668,265
Civil Aviation	35,651	35,361	28,794
Total Ordinary Expendi- ture	8,246,824	9,675,482	9,605,533
Agricultural Credit .. ..	..	..	..
Price Stabilisation	143,453	434,882	283,013
Rehabilitation, Hurricane Damage	5	..	..
Loans and Long Term Advances	19,998	19,840	1,783
Total General Expendi- ture	8,410,280	10,130,204	9,890,329

PUBLIC DEBT

At the end of the calendar year 1950 the Colony's Public Debt was estimated at £13,586,587* and embraced the following:—

Inscribed Stock raised in the United Kingdom	..	£6,530,300
Imperial Treasury Loan from the Colonial and Middle Eastern Services and Colonial Development and Welfare Votes .. ..	..	*1,049,856
Local Registered and Inscribed Stock ..	..	5,957,431
Loans from Banks .. .. .	..	49,000

The estimated value of the Sinking Funds accumulated towards the redemption of this debt was £2,490,400. The net debt was therefore approximately £11,096,187.

At the 31st March, 1949, the Colony's debt was £13,861,129*. During the period April to December, Loans totalling £275,000, approximately, were redeemed.

*These figures do not include the provisional loan of £162,900 given by the United Kingdom Government for implementation of the Mona Reservoir Scheme.

ASSETS AND LIABILITIES

STATEMENT OF ASSETS AND LIABILITIES OF THE COLONY AT THE 31ST OF MARCH, 1950

LIABILITIES

ASSETS

	£	s.	d.	£	s.	d.
Loans	470,587	15	0	357,343	4	3
Deposits	371,172	12	3½	1,314,438	3	7½
Special Funds Deposits	6,951,970	12	6	545,789	13	9
Reserve and Insurance Funds	399,987	0	9	564,500	0	0
Provident Fund	88,311	11	10	4,742,934	10	7
Treasury Bills	650,000	0	0	88,317	0	0
Unexpended Loan Balances	2,531,027	16	2	279,736	0	5
General Revenue Balance	2,187,794	16	5½	103,823	5	3
				423	8	8
				4,564,656	18	4
						18
				69,068	2	5
				21,806	6	10
				£	s.	d.
				22,070	3	5
				712,789	17	4
				172,078	10	8½
				261	2	6
				91,404	8	10
				998,604	2	9½
				588	11	11
				998,015	10	10½
				£13,650,852	5	0
				£13,650,852	5	0

TAXATION

There are three main heads of taxation, Customs, Excise and Internal Revenue. The items of taxation falling within these heads and the yield therefrom during the financial year 1949-50 are set forth hereunder.

I. CUSTOMS DUTIES

Item	Yield for year ended 31.3.50
Import Duty (of which £120,568 was on Parcel Post Imports)	£3,314,211
Tonnage Tax	95,889
Passenger Duty	9,060
Export Duty	34
Lighthouse Dues	4,019
Harbour Dues	1,470
Licences—Customs Brokers	30
Fees—lumber measurer	3,746
	<hr/> £3,428,459

II. EXCISE DUTIES

Item	Yield for year ended 31.3.50
Excise Duty on:	
Rum	£700,756
Beer	122,487
Tobacco	948,625
Edible Oil	12,594
Matches	25,087
Soap	21,674
Butter Substitutes	19,166
Aerated Water	29,441
Cornmeal	4,997
Lard	8,704
	<hr/> £1,893,531

III. INTERNAL REVENUE

Item	Yield for year ended 31.3.50
Entertainment Tax	£70,993
Licences	117,545
Fines and Penalties	9,991
Sales Tax on Rum	408
Judicial Revenue	38,305
Rio Cobre Irrigation Works	20,497
Postal Revenue:	
Sale of stamps, etc.	£251,131
Postage Prepayment	11,471
Commission on Money Orders & Postal Orders	1,504

III. INTERNAL REVENUE *contd.*

Item		Yield for year ended 31.3.50
C.O.D. and C.C. Fees	£3,213	
Share of Postage on Parcels	1,224	
Other Postal Business	111,591	
Telegraphs:		
Telegrams	31,204	
Porterage	8,008	
Overtime Services	597	
Other Telegraph Revenue	196	£419,139
Property Tax	..	74,836
Income Tax and Surtax	..	1,926,629
Excess Profits Tax	..	31,929
Stamp Duty	..	120,741
Death Duties	..	131,905
		<u>£2,962,918</u>

TAXATION PER CAPITA.

The following figures show the taxation per capita, direct and indirect, with a comparative summary for the years 1903, 1948-49 and 1949-50.

Population on 31st December, 1949 —1,388,898.

Indirect Taxation		Direct Taxation	
Customs	£3,560,606	Income Tax	} £2,165,238
Excise	1,947,981	Excess Profits Tax	
Entertainment Tax	70,983	Land and Property Tax	
		Death Duties	
		Licences	117,100
		Fees, Petty Sessions	5,552
		Sales Tax—Rum	408
		Stamp Duties—Various	120,741
		Parochial Revenue	£907,690
		Less	896
			906,794
Total	<u>£5,579,570</u>		<u>£3,315,833</u>

Grand Total—£8,895,403

Taxation per capita:

	1903		1947-49		1949-50
Indirect	13.1 = 70%	£4 2 0	0 = 62%	£4 0 4	= 63 %
Direct	5.6 = 30%	2 9 10	= 38%	2 7 9	= 37 %
Total	18.7 = 100%	6 11 10	= 100%	6 8 1	= 100%

CUSTOMS TARIFF

Import Duties—(under the Customs Law, 1939)

The general ad valorem duty is 20% and the preferential rate to the British Empire is 15% with variations in the duties on various classes of goods, in addition to specific duties on certain articles falling chiefly under the heading of apparel, drink, food and tobacco. The highest ad valorem rate of Import Duty assessable is on Perfumes and Scents (45% Preferential, 50% General).

A surtax is levied on certain specified articles such as boots, shoes, gramophones, jewellery, motor cars, piece goods, radios, watches and wines. The rates are set out in the Jamaica Gazette Supplement No. 56 dated 19th September, 1950.

Certain articles are admitted free of duty, consisting chiefly of goods imported for the use of Government, the Parochial Boards or His Majesty's Naval and Military Forces, Printed Books, Passengers' personal and household effects, manures, fertilisers, insecticides, agricultural implements, etc.

The value of any imported goods for the assessment of Import Duties is the value at the port of importation including freight insurance and other charges incidental to the delivery at the port of importation, but not including Customs Duties.

The following Trade Agreements and Laws affect the Customs Tariff of Jamaica:—

- (i) Trade agreement between the United Kingdom and Canada (of February, 1937).
- (ii) Trade agreement between the United Kingdom and United States of America (of November, 1938).
- (iii) The United States Bases (Agreement) Law No. 2 of 1945 exempting from Import Duty or other Tax, goods imported for the use of the United States Authorities.
- (iv) The Tonnage Tax Law No. 7 of 1946 as amended by Law 1 of 1950 imposing additional tax on specified articles imported into the Island.
- (v) The Hotels Aid Law No. 55 of 1944 as amended by Law 18 of 1947 for the encouragement of the Hotels Industry by granting certain relief in respect of Customs Duties, Excise Duties, Tonnage Tax and Income Tax.
The operation of this law is extended by Law 28 of 1950, for a further period of three years to 31st December, 1953, but the concessions in relation to Customs duty and tonnage tax are restricted to exclude articles purchased locally.
- (vi) The Customs (Amendment) Law No. 6 of 1947 empowering the Collector General to reduce, in respect of goods conveyed into the Island by air, the amount of freight charges to be added to the value of the goods for purposes of assessment of duty to not less than one quarter.
- (vii) The Textile Industry (Encouragement) Law No. 52 of 1947, to encourage the establishment of a Textile Industry and making provision for the granting of certain relief from Tonnage Tax and Customs Duty.
- (viii) The Cement Industry (Encouragement and Control) Law, Law 29 of 1948, to encourage the establishment of a Cement Industry and making provision for the granting of certain relief from Tonnage Tax and Customs Duty.

- (ix) The Motion Picture Industry Encouragement Law, Law 34 of 1948, for encouraging a Motion Picture Industry in the Island and making provision for the granting of certain relief from Tonnage Tax and Customs duty.
- (x) The University College Hospital Law, Law 40 of 1948, providing for the establishment of a Teaching Hospital for the University College and granting relief of Tonnage Tax and Customs Duty on importations connected with the establishment and maintenance of such hospital.
- (xi) The manufacture of Buttons (Encouragement) Law, Law 4 of 1949, for encouraging the manufacture of buttons in the Island and granting relief in respect of Tonnage Tax and Customs Duty.
- (xii) The Pioneer Industries (Encouragement) Law, Law 13 of 1949, to encourage the establishment and development of new industries in the Island and for granting certain relief from Tonnage Tax and Customs Duty.
- (xiii) The Bauxite and Alumina Industries (Encouragement) Law, Law 12 of 1950, granting import concessions to recognised bauxite and alumina producers.

EXPORT DUTY

The only export duty payable is that prescribed by the Export Duty (Spirits) Law, under which all spirits, wines and spirituous liquors (other than rum manufactured in Jamaica) exported or shipped from this Island are liable to Export Duty varying from 5/- per case to £12 10s. 0d., per puncheon.

EXCISE DUTIES

Excise Duties are imposed on the following goods:—Aerated water, beer, condensed milk, coconut oil products (i.e. soap, butter and lard substitutes), cornmeal, edible oils, matches, spirits, cigars, cigarettes, manufactured tobacco and sugar.

Excise duties are levied at the following rates:—

Aerated Water	..	..	3d. per gallon
Beer	..	..	3/4d. per gallon
Condensed Milk	..	..	3/6 per 100 lb
Coconut Products:			
Soap	..	..	3/6 per 100 lb
Butter Substitutes	..	..	15/- per 100 lb
Lard Substitutes	..	..	6/3 per 100 lb
Cornmeal	..	..	1/6 per bag of 196 lb
Edible Oil:			
Refined	..	..	1/- per gallon
Other than Refined	..	..	4d. per gallon
Matches	..	..	7/1 per gross boxes of 50
Spirits	..	..	23/4 per gallon
Tobacco:			
Cigars	..	..	1/6 to 6/- per 100
Cigarettes	..	..	5/- per 100
Manufactured tobacco	..	..	6/- per lb
Sugar	..	..	½d. per lb

Manufacturers of the above mentioned excisable goods are licensed, the licence fees ranging from 10/- to £30. the Excise Duties and Licence Fees payable are prescribed in the schedules to the Excise Duty Law, Law 73 of 1941.

INCOME TAX AND STAMP DUTIES

The Income Tax and Stamp Duties Department is responsible for the administration of the Laws relating to Income Tax, Stamp Duties and Death Duties.

Legislation

During the year 1950, the following Laws relating to the above were enacted:—

Income Tax

- (a) Law No. 12 of 1950—The Bauxite and Alumina Industries (Encouragement) Law, 1950, in which special provisions were made for the determination of profit chargeable to income tax.
- (b) Law No. 17 of 1950—The Agricultural Loan Societies (Amendment) Law 1950, which exempts registered societies from the payment of income tax.

Stamp Duties

- (c) Law No. 11 of 1950—The Stamp Duty (Amendment) Law, 1950, which, *inter alia*, provided for a surcharge of 25% on all instruments on which the duty payable exceeds the sum of four shillings.

Taxes and Duties Collected

The total revenue collected from Income Tax, Excess Profits Tax, Stamp Duties and Death Duties during the financial year ended on the 31st of March, 1950, amounted to £2,295,911 1/- as compared with £2,355,294 8s. 5d. collected during the previous financial year, as under:—

	1949-50	1948-49
Income Tax ..	£2,001,831 16 5	£1,836,513 13 10
Excess Profits Tax ..	*31,929 4 7	246,922 6 1
Stamp Duties ..	130,231 10 8	128,799 5 0
Death Duties ..	131,918 9 4	143,059 3 6
	<hr/> £2,295,911 1 0 <hr/>	<hr/> £2,355,294 8 5 <hr/>

* Excess Profits Tax having been abolished at the end of 1946, the above collections were made out of arrears outstanding.

Tax Assessed

The total amount of income tax assessed during the period of nine months from the 1st of April to the 31st of December, 1950, was £2,367,754 8s. 11d. as against £2,102,656 0s. 9d. assessed during the same period in the previous year. It will be seen, therefore, that there has been an increase over the previous period in respect of income chargeable to income tax.

RATES OF TAX

There has been no increase in the rates of income tax and surtax during the year under review. The statements at 1 and 1A below show the rates of income and surtax chargeable on the various ranges

of income of individuals. Statements at 2, 2A and 2B show the amount of tax payable at different scales of income by a single individual, a married individual and a married individual with two children. The rate of income tax on the chargeable income of a company, registered society and building society is $7/6$ in the £.

General

During the year 1950, the Department undertook further activities in the establishment of a separate Section for the purpose of gathering information from all possible sources in an endeavour to locate income, which was not previously reflected in taxpayers' returns. This section, although in operation for less than six months in 1950, produced satisfactory results involving the assessment of a substantial amount of tax.

The collection of income tax has been intensified by the establishment of a staff at the Kingston Collectorate whose duties are specifically confined to income tax work. It is anticipated that by this means the arrears of income tax, so far as Kingston is concerned, will be substantially reduced in the future.

STATEMENT 1

Rates of Duty on Chargeable Income of Individuals

For every pound of the first £100	..	..	7d.
For every pound of the next £100	..	..	1 2
For every pound of the next £100	..	..	1 9
For every pound of the next £100	..	..	2 4
For every pound of the next £100	..	..	2 11
For every pound of the next £100	..	..	3 6
For every pound of the next £100	..	..	4 1
For every pound of the next £150	..	..	4 8
For every pound of the remainder	..	..	7 6

STATEMENT 1A

Rates of Surtax on Individuals

In addition to the Income Tax charged at the above rates, the total income of an individual, where it exceeds £2,000 (prior to the deductions for Abatement, Wife, Children and Life Assurance) is liable to Surtax in respect of the excess over £2,000 at the following rates:—

For every pound of the first £1,000 of such excess	..	1 3
For every pound of the next £1,000 of such excess	..	2 6
For every pound of the next £1,000 of such excess	..	3 9
For every pound of the next £1,000 of such excess	..	5 -
For every pound of the next £1,000 of such excess	..	6 3
For every pound of the remainder	..	7 6

STATEMENT 2

Amount of Tax payable by a single individual at different scales of income. Surtax is included on incomes in excess of £2,000.

Income		Tax payable by a single Individual		
£		£	s.	d.
300	.. ..	2	18	4
400	.. ..	8	15	0
500	.. ..	17	10	0
600	.. ..	29	3	4
700	.. ..	43	15	0
800	.. ..	71	9	2
1,000	.. ..	116	13	4
1,500	.. ..	304	3	4
2,000	.. ..	491	13	4
4,000	I.T.	1,241	13	4
	S.T.	187	10	0
6,000	I.T.	1,991	13	4
	S.T.	625	0	0
8,000	I.T.	2,741	13	4
	S.T.	1,312	10	0
10,000	I.T.	3,491	13	4
	S.T.	2,062	10	0

STATEMENT 2A

Amount of tax payable by a married individual at different scales of income. Surtax is included on incomes in excess of £2,000.

Income		Tax payable by a Married Individual		
£		£	s.	d.
300	.. ..	0	11	8
400	.. ..	4	1	8
500	.. ..	10	10	0
600	.. ..	19	16	8
700	.. ..	32	1	8
800	.. ..	56	0	0
1,000	.. ..	98	0	0
1,500	.. ..	274	3	4
2,000	.. ..	461	13	4
4,000	I.T.	1,211	13	4
	S.T.	187	10	0
6,000	I.T.	1,961	13	4
	S.T.	625	0	0
8,000	I.T.	2,711	13	4
	S.T.	1,312	10	0
10,000	I.T.	3,461	13	4
	S.T.	2,062	10	0

STATEMENT 2B

Amount of tax payable by a married individual with two children at different scales of income. Surtax is included on incomes in excess of £2,000.

Income			Tax payable by a Married Individual with two children		
£			£	s.	d.
300	..	..	Nil		
400	..	..	1	15	0
500	..	..	6	8	4
600	..	..	14	0	0
700	..	..	24	10	0
800	..	..	45	10	0
1,000	..	.	84	0	0
1,500	.	.	251	13	4
2,000	.	..	439	3	4
4,000		I.T.	1,189	3	4
		S.T.	187	10	0
6,000	..	I.T.	1,939	3	4
		S.T.	625	0	0
8,000	..	I.T.	2,689	3	4
		S.T.	1,312	10	0
10,000	..	I.T.	3,439	3	4
		S.T.	2,062	10	0

CHAPTER 4—CURRENCY AND BANKING

THE FOLLOWING are legal tender in Jamaica:—British Gold and Silver Coins, Cupro Nickel coins, threepenny coins of mixed metal, Jamaica nickel and bronze alloy coins (penny, half-penny and farthing), Jamaica Government currency notes and currency notes of the Local Commercial Banks Nickel coinage is no longer issued and is being withdrawn from circulation. Accounts are kept in sterling.

The following table sets out the Government Currency Note transactions during the year ended 31st March, 1950:—

Denomination	In circulation on 31.3.49	Issued during the financial year 1949/50	Redeemed during the financial year 1949/50	In circulation on 31.3.50
	£ s. d.	£ s. d.	£ s. d.	£ s. d.
2/6	108 17 6			108 17 6
5/-	152,874 15 0	228,650 0 0	130,903 5 0	250,621 10 0
10/-	324,817 0 0	286,400 0 0	230,439 10 0	380,777 10 0
£1	1,827,837 0 0	710,900 0 0	569,323 0 0	1,969,414 0 0
£5	536,525 0 0	2,900 0 0	7,890 0 0	531,535 0 0
Total	2,842,162 12 6	1,228,850 0 0	938,555 15 0	3,132,456 17 6

On the 31st March, 1950, the Jamaica nickel and bronze alloy coins in circulation were as follows:—

Nickel coinage (unspecified)	£15,773
Bronze Alloy—	
Pennies	24,535
Halfpennies	11,505
Farthings	2,000
	<u>£38,010</u>

The value of currency notes in circulation on the 31st December, 1950, was as follows:—

Government Currency Notes	£3,169,316	7	6
Bank of Nova Scotia Notes	16,425	0	0
Barclays Bank (D.C. & O.) Notes	45,926	0	0
Royal Bank of Canada Notes	4,922	0	0
Canadian Bank of Commerce Notes	3,285	0	0
	<u>£3,239,874</u>	<u>7</u>	<u>6</u>

The Government Currency Notes in circulation on the 31st December, 1950, were of the following denominations:—

	£	s.	d.
2/6		108	17 6
5/-		241,889	10 0
10/-		370,287	0 0
£1		2,031,576	0 0
£5		525,455	0 0
	<u>3,169,316</u>	<u>7</u>	<u>6</u>

There are four commercial banks operating in Jamaica, all of which have their Head Offices in Kingston. They are:—

- The Bank of Nova Scotia
- Barclays Bank (Dominion, Colonial & Overseas)
- The Royal Bank of Canada
- The Canadian Bank of Commerce

The Bank of Nova Scotia has 15 outport branches, Barclays Bank 13, and the Royal Bank of Canada 1.

CHAPTER 5—COMMERCE**EXTERNAL TRADE 1950***General*

In spite of restrictions in the hard currency area and the necessity for maintaining a close watch on Dollar Expenditure, there was relaxation of controls to some extent, resulting in the value of total trade reaching heights unprecedented in the history of the Island.

Total Trade

Commodity Trade figures derived from preliminary extraction was £37,237,000 as against £31,363,000 in 1949. Of this unparalleled figure imports represented £20,813,000, Exports (Domestic and Foreign) £16,424,000. The percentage of Imports in Total Trade was 56% as against 61% in 1949 and that of Exports 44% as against 39% in 1949.

TABLE I*Values (in £'000) of Imports and Exports for the years 1938, 1940-1950*

Year	TOTAL TRADE		IMPORTS		EXPORTS			
	Value £'000 (c.i.f.)	Index	Value £'000 (c.i.f.)	Index	Total Exports		Domestic Ex- ports £'000	Foreign Exports £'000
					Value £'000 (f.o.b.)	Index		
1950	37,237	323	20,813	321	16,424	326	15,994	430
1949	31,363	272	19,226	296	12,137	241	11,843	294
1948	31,068	270	19,681	303	11,387	226	11,150	237
1947	29,114	253	18,943	292	10,171	202	9,939	232
1946	21,206	184	12,452	192	8,754	174	8,575	179
1945	14,555	126	9,596	148	4,959	99	4,786	173
1944	13,453	117	8,973	138	4,479	89	4,342	137
1943	11,549	100	7,311	113	4,237	84	4,040	197
1942	9,566	83	5,515	85	4,051	80	3,860	192
1941	10,484	91	6,517	100	3,967	79	3,801	166
1940	9,367	81	6,154	95	3,213	64	3,054	159
1938	11,518	100	6,485	100	5,033	100	4,926	107

Table II sets out comparative figures of Imports for 1950.

TABLE II*Quantity and Value (in £'000) of Principal Commodities of Imports during years 1938, 1949 and 1950*

Commodity	Unit	1950			1949			1938		
		Quantity '000	Value c.i.f. £'000	%	Quantity '000	Value c.i.f. £'000	%	Quantity '000	Value c.i.f. £'000	%
Total Imports	£	..	20,813	100	..	19,226	100	..	6,485	100
Art. silk piece goods	yds.	9,373	934	4.49	5231	642	3.3	4,102	112	1.7
Boots and shoes	doz.	65	388	1.86	56	307	1.6	114	202	3.1
Cotton piece goods	prs.	20,840	1,364	6.55	22,697	1,524	7.9	25,847	388	6.0
Cement	brls.	273	335	1.61	277	312	1.6	178	88	1.3
Coal	tons	25	94	.45	45	165	.9	143	160	2.4
Motor cars and trucks	No.	1	612	2.94	1	591	3.1	1	237	3.6
Car and truck parts	£	..	395	1.90	..	168	.9	..	356	5.5
Tyres and tubes	No.	62	288	1.38	36	189	1.	47	71	1.1
Fish, dried, salted	lb	8,155	481	2.31	11,593	591	3.1	18,239	212	3.2
Flour, wheaten	bag	586	1,663	7.99	570	1,691	8.8	414	452	7.0
Glass and glassware	£	..	160	.01	..	216	1.1	..	60	.9
Lumber, all kinds	ft.	7,708	335	1.61	9,654	318	1.7	16,063	150	2.3
Machinery, agric.	£	..	240	1.15	..	249	1.3	..	270	4.1
Medicines and drugs	£	..	230	1.11	..	177	.9	..	88	1.3
Oil motor spirit	gals.	11,023	772	3.71	10,815	464	2.4	8,118	146	2.2
Paper all kinds	£	..	768	3.69	..	513	2.7	..	131	2.1

A study of the above table will reflect the exact position of increase or decrease in value of specified items for 1950.

IMPORTS

The total Value of Imports for 1950 was £20,813,000 as against £19,226,000 in 1949. Relaxation of Trade Controls as mentioned was reflected in the overall increase of £1,587,000 in the Import Trade, or 8% over and above 1949.

Import duty collections reached the all time high of £3,881,000 or £451,000 in excess of 1949.

Value of Imports by principal countries is given in Table III below.

TABLE III

Value (c.i.f.) of Imports (in £'000) according to principal countries of origin during years 1938, 1949 and 1950

Country of Origin	1950		1949		1938	
	Value £'000	%	Value £'000	%	Value £'000	%
Total	20,813	100	19,226	100	6,485	100
United Kingdom	8,743	42	8,669	39	2,109	32
United States of America	3,043	15	3,174	18	1,014	15
Canada	1,925	9	2,483	20	1,359	21
Other Countries	7,102	34	4,900	23	2,003	30
Parcels Post	(Distributed among the various countries)				188	2

As in 1949 the United Kingdom retained its place as No. 1 in the supply source of Import Commodities. Examination of Table III will give a clear picture of the relative positions of these countries in our Import Trade for 1950 and gives the comparison with 1938 and 1949.

Domestic Exports

As in the case of Imports, our Exports showed a decided increase over 1949, the total figure being £16,424,000 as against £12,137,000.

Domestic Exports accounted for £15,994,000 and reflected an increase in Trade of £4,151,000.

Table IV below sets out comparative figures for the years 1938, 1949 and 1950.

TABLE IV

Quantity and f.o.b. Value (in £'000) of principal items of Domestic Exports for years 1938, 1949 and 1950

Commodity	Unit	1950		1949		1938	
		Quantity '000	Value f.o.b.	Quantity '000	Value f.o.b.	Quantity '000	Value f.o.b.
Total Domestic Exports	£		15,994		11,843		4,926
Bananas	stems	5,743	2,036	6,563	2,271	3,811	2,917
Cocoa	lb	2,960	227	4,152	206	5,282	47
Citrus Pulp	lb	476	6	7,022	74	*	—
Coconuts	No.	12	*	22	*	*	—
Coffee	lb	2,930	322	2,721	152	9,462	133
Ginger	lb	2,563	337	2,140	130	2,931	51
Pimento	lb	8,361	462	8,537	405	8,677	207
Rum	galls.	2,219	1,496	1,641	1,293	900	248
Sugar	tons	223	5,967	193	4,702	105	859
Tobacco, cigars	lb	253	549	201	386	32	17

On observation it will be seen that this increase in our Domestic Exports was due mainly to the following items—coffee, ginger, pimento, rum, sugar and tobacco (cigars) in spite of the decrease in bananas, cocoa and citrus pulp. Cocoa, more than any other item showed a marked upward movement in price.

Table V below sets out in a comparative way the value of our Domestic Exports for the years 1938, 1949 and 1950 by principal countries of destination.

TABLE V
Value (f.o.b.) of Domestic Exports (in £'000) by principal countries of destination for years 1938, 1949 and 1950

Countries of Destination	VALUE (IN £'000) OF EXPORTS					
	1950		1949		1938	
	Value £'000	%	Value £'000	%	Value £'000	%
Total	15,994	100	11,843	100	4,926	100
United Kingdom	8,604	53.8	7,411	62.6	2,914	59.0
Canada	4,914	30.7	3,137	26.5	1,309	26.5
U.S.A.	740	4.6	450	3.8	181	3.4
Other	1,736	10.9	845	7.1	522	10.7
Parcels Post	Distributed among countries				17	.4

Resulting from the increase in Value of Exports, Trade with the United Kingdom, Canada, United States of America and Other Countries showed a proportionate division and obviously an overall per cent increase to each of these destinations.

Balance of Trade

The adverse visible balance of Trade was £4,389,000 and in comparison with 1949, showed a very favourable decrease of £2,700,000.

Average unit value and Index numbers are given in Table VI below.

TABLE VI
Average unit value of principal commodities imported (c.i.f.) and exported (f.o.b.) for years 1938 and 1950 and Index for 1949 and 1950

Commodity	Unit of Quantity	AVERAGE UNIT VALUE IN £		INDEX NUMBER (1938=100)	
		1950	1938	1950	1949
Imports—					
Art. silk piece goods	100 yds.	9.96	2.72	366.18	45.1
Boots and shoes	doz. prs.	5.97	1.77	337.29	310.73
Cotton piece goods	100 yds.	6.55	1.50	436.67	448.00
Coal	tons	3.76	1.12	335.71	327.68
Fish, dried salted	100 lb.	5.90	1.16	508.62	439.66
Flour	bag	2.84	1.10	258.18	270.00
Lumber (all kinds)	100 ft.	4.35	.93	467.74	346.24
Oil, motor spirit	100 galls.	7.00	1.79	391.06	239.66
Exports—					
Bananas	100 stems	35.45	12.25	289.39	282.37
Cocoa	100 lb.	7.67	.89	861.80	557.30
Coffee	100 lb.	10.99	1.40	785.00	400.71
Ginger	100 lb.	13.15	1.74	755.75	350.57
Pimento	100 lb.	5.40	2.39	225.94	198.74
Rum	galls.	.67	.28	239.29	282.14
Sugar	tons	26.76	8.18	327.14	297.80
Tobacco Cigars	lb.	3.17	.53	598.11	362.26

Conclusion

In the light of the foregoing it ought to be concluded that in an overall way Jamaica's Export Trade has more than kept pace with its Imports. In both phases of our Trade, however, the unprecedented total value is significant, not so much for the additional volume, but in the increased prices obtaining in a changing world of devaluation and fluctuating market trends.

CHAPTER 6—PRODUCTION

1950 MAY be regarded as a year during which prices of export crops, with the conspicuous exception of bananas, citrus and tomatoes, rose sharply. The total estimated value of exports to the end of the year increased by over £4 million from the 1949 figure of £11,843,000 to £15,994,000. Of this total more than half the increase is represented by increases in the prices of export crops. But 1950 was also a year of planning and consolidation, in which schemes were initiated, which it is hoped will result in later years in both the expansion of production and a change in the organisation and control of a number of the island's crops and industries.

During the year, two new Authorities, the Coffee Board and the Citrus Control Authority were set up; both these bodies are statutory Authorities on which primary producers are well represented. In addition, coffee and cocoa seedlings were widely distributed and there was further progress in the expansion of the production of Lacatan bananas and the top working of citrus.

The new citrus processing plant, which will manufacture citrus juices and concentrates for sale to the Ministry of Food, commenced operations, and by the end of the year, progress on the new pre-cooling plant to be constructed by the Colonial Development Corporation was well under way.

There were comparable advances in industrial development. The Ariguanabo Textile Factory commenced operations late in the year. The construction of the new cement factory is proceeding, and an increasing number of industries, which have been granted pioneer concessions, are in various stages of development from construction to production. Further details are given in the section dealing with secondary industries.

On the basis of the figures available, although there has been a substantial increase in the value of the island's exports, the quantity of major crops exported has only increased slightly.

PRIMARY EXPORT CROPS

The increase in exports to nearly £16,000,000 in 1950 has already been referred to. Details of exports of specific crops for the whole year are not yet available but figures for the first nine months of the year are given below, together with comparative figures for the corresponding period in 1949:—

Commodity	Unit	1950		1949	
		Quantity '000	Value f.o.b. £'000	Quantity '000	Value f.o.b. £'000
Bananas	stems	3,943	1,384	4,813	1,671
Cocoa	lb.	2,610	202	3,824	184
Citrus	boxes	226	204	232	202
Citrus pulp	lb.	396	7	6,930	73
Coffee	lb.	2,720	307	2,316	127
Ginger	lb.	2,541	334	2,098	127
Honey	lb.	785	22	947	26
Logwood extracts	cwt.	20	108	5	34
Pimento	lb.	3,861	242	4,075	129
Rum	gallons	1,789	1,164	1,218	961
Sugar	tons	212	5,614	180	4,384
Tobacco (cigars)	No.	8,900	399	9,593	276
Tomatoes	lb.	9,550	201	8,317	173

Bananas

The crop is sold to the British Ministry of Food under a contract, expiring in 1952, which provides that at least 85% of the island's exportable surplus must be shipped to the United Kingdom. In fact, during 1950 the entire exports of 5,772,679 stems valued at about £2,100,000 went to that country. The price paid was £32 a ton f.o.b. Jamaica port.

Early in the year there were hopes that the 1949 export figure of 6½ million stems would have been exceeded, but complaints from the Ministry of Food about the excessive percentage of ripe fruit received necessitated more rigid inspection. Shipments later in the year reached a higher standard of quality but there was a resultant increase in rejections. One of the M.O.F. officials visited the island to see conditions for himself.

The result of the government-sponsored Lacatan Multiplication Scheme through which seedlings are distributed to growers at low prices was reflected in a rapid increase in the production of the Lacatan variety—exports of which rose from 120,000 stems in 1949 to 444,375 stems in 1950.

Cocoa

The outstanding features of the year's trade were, firstly the firmness of the world cocoa market and secondly the expansion of production by the local manufacturers of cocoa products.

During 1949 world prices fluctuated wildly, but in 1950, partly as a result of the uncertain international situation and partly as a result of a slight decline in the West African production, world cocoa prices remained at a high level.

The local manufacturers, Jamaica Cocoa Products, Limited, made rapid strides in 1950 and absorbed nearly 60% of the local cocoa crop from which they manufactured cocoa powder and cocoa butter, which found a ready market abroad, particularly in the United Kingdom. After their requirements had been met, the exportable surplus of 1,165 tons was sold on the open market for £202,000. The bulk of the exports went to Jamaica's traditional market, Canada, and earned about \$330,000.

Citrus and Citrus Products

Under the Agricultural Marketing Law the Citrus Growers' Association have been made solely responsible for the marketing and export of citrus, and 1950 was the first full year of the operation of the Citrus Marketing Plan. There was also a change in the arrangements by which fresh fruit was purchased by the Ministry of Food from the Citrus Growers' Association. By this arrangement prices were fixed on a sliding scale; final payment depending on the condition and weight of the fruit on arrival. The Ministry of Food have now discontinued bulk purchasing of fresh citrus and as from the 1950-51 crop year the Association will make its shipments to the United Kingdom on a consignment basis.

The Association, however, has now signed a ten year contract with the Ministry of Food to supply concentrated juices and the factory erected at Bog Walk for this purpose is now in operation. The Department of Agriculture is satisfied that the dried citrus pulp which is a by-product of this factory is a very useful ingredient for stock feeds, and they intend to incorporate it in the formulas prepared by them. Any surplus above local requirements will be exported. This development is all the more important since exports of citrus pulp had declined sharply since the Ministry of Food discontinued bulk-purchase.

Coffee

The rehabilitation of the industry continued during the year and thousands of seedlings have already been distributed by the Department of Agriculture. In addition, a coffee pulper was erected at Aenon Town, in the middle of the island, to serve one of the large producing areas. The Commissioner of Commerce and Industries, however, remains the sole exporter of the coffee crop, which, with the exception of the Blue Mountain type, is bulk-purchased by the Department of Commerce and Industries, and after hand-picking and cup-testing at the Coffee Clearing House is exported to the Ministry of Food under a contract which expires in 1952.

Exports during the year rose from 2,720,000 lb. valued at £152,000 to 2,930,000 lb. valued at £322,000. Small quantities of Triage B (the lowest grade) were exported to other West Indian islands at £170 per ton f.o.b. The high grade Blue Mountain type coffee is exported by individual dealers.

Ginger

Good prices were received for our ginger which was sold by individual dealers on the open market chiefly in the United States of America.

Honey

Present indications are that the crop was slightly smaller than the previous year's. It was marketed partly by the Bee Farmers' Association, through the Department of Commerce and Industries, and partly by individual dealers who make their own arrangements with producers for obtaining supplies of honey. Exports by the Bee Farmers' Association totalled 330,000 lb. for the first nine months of the year out of a total export figure of 785,000 lb.

Logwood and Logwood Extracts

Logwood exports were negligible, but exports of logwood extracts showed a considerable increase over 1949 figures (at slightly better prices) despite increase tariff rates in some of the importing countries, notably France.

Pimento

As is well known, Jamaica has practically a monopoly in this commodity which is an important dollar earner. The crop is bulk purchased by the Department of Commerce and Industries and sold on an open market. The 1950 crop was a large one and exports for the year, amounting to 2,064 tons for an f.o.b. value of £295,000, were sent to about twenty different countries.

Rum

This is one of the most important of the island's exports. Exports during the year amounted to about 2,219,000 gallons. With the increase in sugar production during the past few years, larger supplies of molasses have become available, but the demand for rum in the United Kingdom, which is our largest market, has declined considerably as a result of the high import duty charged in that country. Sugar manufacturers have been obliged to find alternative uses for molasses, and the Legislature have approved proposals to enact legislation to provide for the compulsory admixture of anhydrous alcohol with petrol for use as a motor spirit. It is expected that production of anhydrous alcohol will commence during the second half of 1951.

Sugar

This crop maintained its position as the island's major export. Production for 1950 reached 271,580 tons, of which approximately

220,000 tons valued at £5,826,000 f.o.b. were exported as against corresponding totals of 193,000 tons for £4,700,000 during 1949. Under a contract which expires in 1952, the crop is sold to the Ministry of Food at prices which are negotiated annually. During 1950 the Ministry paid £30 10s. 0d. per ton c.i.f. United Kingdom port. From this figure a cess of £2 5s. 0d. per ton is deducted and divided between the following funds for the benefit of the industry:—

Price Stabilization	£1 5 0
Rehabilitation	0 15 0
Labour Welfare	0 5 0

Tobacco (Cigars)

The high rate of duty charged on tobacco entering the United Kingdom, which is ordinarily our best market, continues to restrict the expansion of the cigar industry. In the peak year of 1947 exports were 696,026 lb. valued at £905,634 whereas in 1949 exports had dropped to 201,000 lb. valued at £385,000. The volume of 1950 exports is believed to be more or less the same as those in 1949, but there has been an increase in the value.

Tomatoes

The steady rise in the production of this crop since 1946 was maintained, and exports of fresh fruit for 1950 amounted to 9,550,000 lb. for £201,000 as against 8,318,000 lb. for 1949. As in previous years the majority of these exports went to the United Kingdom and Canada.

The United Kingdom market for tomato juice fell sharply and exports of this commodity during 1950 amounted to only 415,669 lb. as against 4,158,155 lb. for the previous year. However, the decline was partly offset by exports of tomato puree amounting to 602,800 lb. and an increase in the exports of canned tomatoes from 515,910 lb. in 1949 to 970,700 lb. in 1950. The increase in fresh fruit exports was disappointing since plantings this year were much larger than in previous years, and had the fruit all come to maturity the crop reaped would have far exceeded all previous crops. Unfortunately, a severe attack of "late blight" affected the plants in the main tomato growing area, and much of the fruit was destroyed. In addition the shipments, which were sold on a consignment basis through the growers' co-operative, met with poor markets. As a result the growers suffered serious financial loss and the government found it necessary to enact legislation to guarantee a loan of £100,000 to Jamaica Vegetables Limited to enable them to continue to finance their operations.

PRIMARY DOMESTIC CROPS

Corn

During 1950 purchases under the Guaranteed Prices Scheme amounted to 15,800 tons for £361,970 as against 14,770 tons in 1949. These purchases, along with stocks on hand, left us with a surplus, and 4,416 tons were exported to the United Kingdom, Germany, and smaller quantities to some of the other West Indian islands. Given good weather, it is believed that the 1949 and 1950 figures give an average at which annual production can be maintained without much difficulty. A new milling plant is being imported, and it is expected that when this goes into operation in 1951, the present capacity of the government-owned factory of 120,000 bags of 98 lb. each will be doubled and that Jamaica will be able to supply some, if not all, of the cornmeal requirements of the British West Indian territories.

During 1950 sales of cornmeal amounted to 112,148 bags of 98 lb. each valued at £162,615.

Coconuts

This industry is well on the way towards recovery from the severe blow which it received from the 1944 hurricane, but it has not yet reached the stage where imports of edible oils, for use in the two local factories can be discontinued.

The two local factories manufacture nearly all the island's requirements of cooking oil, margarine, lard and laundry and toilet soaps. During 1950 production at wholesale prices amounted to £1,293,000 as against £1,157,000 in 1949.

Milk

There was further progress in the expansion of the dairy industry, due largely to the activities of the condensary but also owing to the agricultural activities of the bauxite companies. The original licence granted to Jamaica Milk Products, which expired during the year, was extended for another five years.

Production of condensed milk increased from 277,000 cases in 1949 to 283,000 cases in 1950; the intake of fresh milk at the condensary increased from 10,250,000 quarts in 1949 to 10,716,000 quarts. During the year the local Company exported 50,000 cases to Cuba from surplus stocks.

The Company intends to start manufacturing evaporated milk early in 1951.

Eggs

Interest in egg production has been greatly stimulated by the Jamaica Poultry and Farmers' Co-operative Limited during the past six years, and the number of eggs received by the Co-operative increased from 50,000 dozen in 1945 to 120,000 dozen in 1949. In 1950 the figure fell to 107,000 dozen, but this decline was due, not to a lack of interest on the part of poultry farmers, but mainly to the increased cost of feeds.

Members of the Co-operative get their supplies of feeds from the Department of Commerce and Industries, but the Department was forced to increase prices during the year owing to the high cost of imported ingredients. The Department's prices for its stockfeeds are, nevertheless, still considerably lower than those for the imported article.

This is possible mainly because the two basic ingredients are corn bran and coconut meal, both of which are cheap by-products from other local industries. Two other local by-products used in the feeds are molasses and dried citrus pulp.

INDUSTRIAL DEVELOPMENT

During the year there was a steady progress in industrial production and, as the full benefits of the Pioneer Industries (Encouragement) Law became more widely appreciated, an increased number of applications for pioneer concessions were received and granted. By the end of the year the following industries had been declared pioneer industries:—

- Byprocrete
- Gypsum Products
- Cocoa Processing and Manufacturing
- Laundry Blue
- Tool handles
- Production and manufacture of salt and the by-products thereof
- Carbon Dioxide Gas
- Sulphuric Acid

"Linstone" (that is a lightweight aggregate material manufactured
 from pre-treated sawdust or bagasse, sand, cement and lime)
 Wirebound box shooks, packages and sanitary spoons
 Wire Nails
 Cast Iron Pipes
 Jelly crystals, dessert and pudding powders, baking mixes with
 icing mix
 Glass
 Paper
 Anhydrous Alcohol
 Metal containers
 Plastic products
 Pre-stressed (pre-tensioned) and post-stressed (post-tensioned)
 concrete products.

These industries are estimated to employ a minimum of 1,000 persons when production is in its initial stages, rising to a total of 3,000 when maximum production has been achieved.

During the year, the negotiations which had been proceeding with the various bauxite companies were concluded and the Bauxite and Alumina Industries (Encouragement) Law, 1950, Law 12 of 1950 was enacted. The law provides for the remission of tonnage tax and customs duty for plant, machinery and building materials necessary for the winning, treating, transporting in Jamaica and the shipping of bauxite.

The life of the Hotels Aid Law, Law 55 of 1944, which expired on the 31st of December, 1950 was extended for a further five years by provisions of the Hotels Aid (Amendment) Law, 1950. The new Law re-enacts the provisions of the original law dealing with the free entry of building materials and hotel equipment and the income tax concessions provided in the original law. Encouraged by these concessions, hotels were built near Ocho Rios, Port Maria and Falmouth, and plans were also announced for the construction of a 60-bedroom hotel at Montego Bay.

During the year, the Committee appointed to revise the existing customs tariff, submitted its report, which is now receiving Government's consideration. At the end of the year, the Government issued a brochure entitled "Invest in Jamaica—an invitation to industry". The brochure is being widely distributed in the United Kingdom, Canada and the United States of America, and it is hoped, will give the sort of background information about industrial conditions in Jamaica, which will encourage foreign investors to establish industries here.

TOURIST TRADE

The Tourist Trade of Jamaica continues to expand. The continued growth in numbers of visitors to the island is registered in a total of 74,892 for 1950. The comparable figure for 1949 was 68,628. The value of the Tourist Trade to the island for 1950 is estimated by the Tourist Commissioner to have reached approximately £3,000,000, and is second only in value to the Sugar Industry in the island's economy. In recent years, in particular, the tourist trade has had a vital effect in improving the dollar intake of Jamaica as most visitors are from hard currency areas. The increase of over 6,000 visitors for the calendar year represents continued improvement in both long-stay visitors and those who made a short stay in the island, the latter consisting largely of tourists who spent a day, more or less, in the country whilst visiting Jamaica on Caribbean cruises. Under the circumstances, this record is very satisfactory, but larger numbers would have visited and stayed in

Jamaica for long periods if the passenger shipping situation with the United Kingdom had been more satisfactory. As it is, many British people were unable to visit Jamaica through inability to secure steamship passages. This situation, which has affected Jamaica's Tourist Trade for a number of years, is greatly to be deplored in view of the loss of highly desirable trade at a time when Jamaica needs to develop to the fullest extent, every possible avenue which will increase its invisible exports to supplement its export figures generally; and furthermore, such expansion of travel between these countries will be considerably handicapped until an increase in passenger shipping accommodation is brought about.

The regular calls by a new service by the French Line, which commenced late in the year, will provide for some increase in tourist traffic with England, but in the main, at the present time, Jamaica must look to Canada and the U.S.A. for the great majority of its visitors.

To keep pace with the growth of the Tourist Trade, new hotels continue to be built, and during the year, there were erected two well-appointed hotels on the north shore, which were opened in time for the winter season of 1951.

At the present time, approximately 3,000 visitors can be accommodated at one time in the hotels and guest houses and including furnished houses and bungalows offered specially for the Tourist Trade.

The erection of new hotels and the extension of existing hotels are actively encouraged by Government under the Hotels Aid Law, which provides for remission of customs duty on materials and hotel equipment and for the grant of special relief from income tax.

Excellent air services connect Jamaica with the U.S.A., Canada and the United Kingdom; Miami, Florida, being within 3 hours' flight.

Jamaica, with its virtually perfect winter climate, is a very attractive resort for Americans and Canadians, and there is considerable scope for further popularising the island in the U.S.A. and Canada.

Jamaica is the chief tourist resort in the British Caribbean area. It possesses the highest mountain (Blue Mountain Peak, 7,402 ft.) and much of the island has an elevation of 1,000 ft. and upwards. It is unsurpassed as a country for touring, having an excellent road system and a remarkable variety of scenery and climate, a very beautiful coastline and many fine sea beaches. There are institutions at the thermal mineral springs of Bath and Milk River, and mineral springs in other parts of the island.

The facilities for sports and games, etc., include golf, lawn tennis, horse-riding, deep-sea and river fishing, sea-bathing, boating, etc.

The promotion of Tourist Trade is entrusted to the Tourist Trade Development Board, a statutory body, which is assisted by a Commissioner and staff, annual grants being made by Government to cover the cost of the Board's advertising, publicity and information services.

The Board maintains a Tourist Information Bureau at 80 Harbour Street, Kingston, and its agencies include:—

United Kingdom:

The West India Committee,
40 Norfolk Street,
London, W.C. 2, England.

United States of America:

The Tourist Trade Development Board,
400 Madison Avenue,
New York 17, New York, U.S.A.

Mr. Arthur E. Curtis,
Messrs. Curtis and Associates,
1633/34 duPont Building, Miami, Florida, U.S.A.

Canada:

Until the latter part of the year, the Tourist Board were represented in Canada by the late Mr. H. C. Collier, of the Canadian-West Indian League, Montreal. Because of the demise of Mr. Collier the League are suspending operations but no new appointment of representative of the Board in Canada has yet been made.

Co-OPERATIVE SOCIETIES

The period under review proved to be one of the most important in the development of Co-operative Societies in the Island, as a result of the implementation of the Scheme for Government supervision and control of Co-operative Societies, and for co-ordination of the efforts of the bodies engaged in promoting co-operative development, with financial assistance to the extent of two-thirds of the total cost, under the Colonial Development and Welfare Acts.

The Scheme, which forms part of the Colony's Ten Year Plan of Development, falls into three parts and contemplates—

- (i) the establishment of a Department of Co-operatives headed by a Registrar of Co-operative Societies and with the necessary subordinate staff; and the appointment of a Joint Co-operative Council to be advisory to the Registrar;
- (ii) the appointment of a Co-operative Marketing Officer to the staff of the Department of Commerce and Industries;
- (iii) the provision of subventions for local Training Courses and to promoting bodies not otherwise subsidized from Government funds.

Co-operative Department:

It was possible during the year to implement fully only that part of the Scheme regarding the establishment of a Department of Co-operatives. The Department was established on the 1st of January, 1950, to give effect to the Co-operative Societies' Law, 1949, (Law 38 of 1949), which makes provision for the constitution, registration and control of co-operative societies.

The Administrative Staff now consists of a Registrar of Co-operative Societies, one Assistant Registrar, and four Inspectors. For purposes of administration, the Island is divided into four zones, each of which is under the direct control of an Inspector.

The main functions of the Department include—

- (i) the investigation of applications for registration from co-operative societies in order to ensure that none but genuine co-operative societies shall be registered as such;
- (ii) investigation from time to time into the affairs of registered societies to ensure that they continue to operate on sound co-operative lines;
- (iii) the maintenance of a system of supervision, audit and inspection of records;
- (iv) investigation into and arbitration of disputes arising between co-operatives, their officers or members;
- (v) dissolution and liquidation of registered societies.

The policy of the Department is one of active helpfulness, intended to stimulate co-operative enterprise, to guide it, and to keep it on sound lines. The Movement will be encouraged to create its own

central organizations and federations, to which many of the functions of promotion, education and supervision will be progressively transferred as these organizations gain in experience and competence.

During the first nine months of the period under review, the Department was busily engaged with the organizational work incidental to the setting up of a new Department, and which included—

- (i) preparation and having printed the necessary books, registers, forms and other records required under the Law and Regulations and essential to the proper working of the Department;
- (ii) preparation, in collaboration with the Co-operative Central Organizations concerned, of Model Rules for the various types of co-operative societies;
- (iii) preparation of the forms of returns and reports to be made by, and in respect of societies registered under the Law;
- (iv) recruiting and training the necessary Inspectoral Staff which necessitated the planning and running of a three months' Training Course, which was also attended by the Co-operative Staff of the Jamaica Social Welfare Commission.

On the completion of this work, which was necessary in establishing the Department to the point where it could efficiently undertake its duties and responsibilities under the Law, the Co-operative Societies Law was brought into operation as from the 1st of October, 1950.

Prior to the coming into operation of the Co-operative Law, co-operative societies were obliged to register under the Industrial and Provident Societies Law. This necessitates the transfer of registration from the Industrial and Provident Societies Law to the Co-operative Law, of co-operative societies so registered, and it is with this work that the Department was largely concerned during the remaining three months of the year.

The following gives the position in respect of these societies as at 31st December, 1950:

1. *No. of societies registered under the Co-operative Law:—*

Credit Union 1.

2. (a) *No. of co-operative societies registered under the Industrial and Provident Societies Law:—*

<i>Primary Societies—</i>	Credit Union	39	
	Consumer	23	
	Marketing	20	
	Miscellaneous	2	84
		—	
<i>Secondary Societies—</i>	Credit Union	1	
	Consumer	1	
	Marketing	2	
	Banking	1	5
		—	—
Total			89
			—

(b) *Stage of Transfer to Co-operative Law:—*

- (i) Preliminary contact made— 89 societies.
- (ii) Special Resolution to register under the Co-operative Law passed, and Registration Committee appointed 54 “
- (iii) Rules acceptable to the Department adopted 42 “
- (iv) Applications for registration pending with the Department 14 “

In addition to the above, there are 318 groups in the pre-registration stage made up as follows:—

Buying Clubs	68
Thrift Clubs	182
Marketing Groups	53
Fishermen's "	13
Miscellaneous	2
Total	318

A survey is being carried out to determine the number of these groups likely to come up for registration in the near future.

AGRICULTURAL DEPARTMENT

Activities

During the year the decision was taken to integrate the agricultural services of the Colony but no changes had been effected by the end of the year. The Department of Agriculture continued to serve the various bodies which are concerned with the needs of agriculture and retained the following direct responsibilities:

- (i) Research and Investigations
- (ii) Information Services
- (iii) Operation of and Services to Agricultural Improvement Schemes.
- (iv) Control of Plant and Animal Diseases and Pests
- (v) Agricultural Education
- (vi) Public Gardens.

(I) Research and Investigations

The Department published a first full report of all investigations being undertaken. In Bulletin No. 45, Investigations 1948-49, a fully indexed account is given of 113 lines of investigational work which are being followed. A second report, Investigations 1949-50, is now ready for the press. Despite efforts to curtail investigational work to the limits imposed by available staff and required efficiency, the number of lines of work increased to 133. This necessitated the curtailment or suspension of work on some problems to enable expansion of work on other more pressing problems. During the year particular attention was given to spacing and fertilizer trials with Lacatan bananas and fertilizer trials with Irish Potatoes in several localities and to fertilizer trials with tomatoes in St. Elizabeth.

The efficiency of experimental work showed definite progress and the programme of work has now become more clearly related to the salient problems affecting different aspects of agricultural production in Jamaica.

Full use was made of the three major and three minor agricultural stations for field experiments but in the main work of this nature was conducted on private properties where the conditions required for experiments could be met.

The establishment of the agricultural stations approached completion but some expenditure on final touches and on additional buildings is still desirable.

The Department was involved in addition to its own investigations on work of an administrative nature in connection with the West Indies Regional Banana Research Scheme and the operation of the Bodles Banana Breeding Station. Work on Panama Disease of bananas was actively resumed with the arrival of Dr. J. Rishbeth early in the

year. This project is under the scientific supervision of the Imperial College of Tropical Agriculture but is administered by the Department of Agriculture, as is the study of the 'Unknown' Disease of coconuts which was pursued during the year by Dr. H. P. Hansen.

A major activity by the Division of Economics of the Department was the execution of a sample survey of certain items of agricultural production to provide information for the 1950 World Census of Agriculture. The Acting Agricultural Economist, responsible to the Island Statistician who was appointed territorial officer for Jamaica for the Census work, directed the field work which was carried out mainly by the staff of the Jamaica Agricultural Society.

In October and November a sample survey of credit worthiness was carried out among farmers in the area of the Mid-Clarendon Irrigation Scheme. Preliminary work was also done on a proposed survey of milk production and consumption.

(II) *Information Services*

(a) *Advisory Work*

The Senior Agricultural Officers in charge of the four territorial divisions of the Department found themselves charged with ever increasing demands by farmers for advice on agricultural matters and in consequence technical advisory work by specialist officers of the Department was also increased. As a measure of the volume of advisory work required by specialists, the Divisions of Entomology and Plant Pathology identified and advised on control measures for 119 different species of insects and fungi causing damage to crops, livestock, forest trees, stored products and dwellings, while in the course of advisory work to members of the farming community and other divisions of the Department, the Chemistry Division carried out 8,452 determinations in analytical work, on soils, crops, fertilizers, feeding stuffs and water.

The Agricultural Stations attracted vastly increased public attention and conducted tours were arranged for many interested visitors, both local and from overseas, farmers, Branches and Associated Branches of the Agricultural Society, Commodity Associations, 4-H Clubs, groups of school teachers, school parties, etc.

The Division of Botany maintained its service for the identification of plants and carried out seed treatment and seed testing in connection with advisory work as well as in connection with the exportation and importation of seed of 20 species of economic plants.

The Livestock Division was actively engaged in advisory work among farmers and collaborated with the Jamaica Livestock Association in the exportation of 191 head of cattle and 22 horsekind and the importation of 44 head of cattle (including 22 head of Santa Gertrudis, a breed new to Jamaica) and one ram.

The Agricultural Economics Division continued to compile statistical information on agricultural production and dealt with numerous local and foreign enquiries. Information was prepared for the Yearbook of Agriculture of the Food and Agriculture Organization of the United Nations.

The Mid-Clarendon Irrigation Authority and the Milk Committee were added, during the year, to the list of the many Boards and Committees on which the Department is represented. Officers attended many meetings of the Commodity Associations and particular reference may be made to lectures given by specialist officers at conferences held with the field staff of the Jamaica Agricultural Society and at Refresher Courses for elementary school teachers and old boys of the Jamaica School of Agriculture.

During the year three officers of the Department visited the Cayman Islands to advise on agricultural development, phosphate deposits and biological control of plant pests. An officer of the Department was included in the Jamaica delegation which was sent to Florida, United States of America, to investigate sources of supply of pineapple planting material. A visit to British Honduras was made by another officer to report on the livestock industry of that Colony.

Officers of the Department attended as delegates of Jamaica the Soils Conference in Puerto Rico, the Livestock Conference in Trinidad and, in an advisory capacity, the West Indian Conference (fourth session) in Curacao, all arranged by the Caribbean Commission. One officer attended the Inter-American Livestock Conference at Turrialba, Costa Rica, as delegate of Jamaica and British Honduras and as observer for the Caribbean Commission. The Department was also represented at the British West Indies Sugar Technologists Conference held in Jamaica, at meetings of the West Indian Banana Research Committee held in Trinidad and Jamaica, at the Rabies Conference which was held in Jamaica under the auspices of the Pan American Sanitary Bureau and at the Conference of Directors of Agriculture in the British West Indies held in Jamaica under the Chairmanship of G. F. Clay, Esq., Agricultural Adviser to the Secretary of State for the Colonies.

(b) *Literature*

Eleven Extension Circulars were published during the year to bring the total number in the series to 40. Three more were in the press at the end of the year. Short articles in popular terms also appeared in the local press, which continued to be very sympathetic to matters agricultural, and in the Journal of the Jamaica Agricultural Society.

Considerable progress was made in the writing up of accounts of the Department's investigations.

Increased use was made by officers of other Departments and Organizations and by members of the public of the reading room of the Department's Central Library. The subject index to periodical literature was maintained and some 13,000 entries are now listed.

A total of 141 volumes was added to the Central and four Divisional Libraries. At the Central Library 5,685 issues of publications were received and circulated. The number of publications borrowed from the Central Library was 458.

(III) *Operation of and Services to Agricultural Improvement Schemes*

The revised Farm Improvement Scheme showed excellent progress during the latter part of 1950 and at the end of the year 857 individual farm improvement schemes to cost £175,308, with grant aid amounting to £71,023 had been approved. Payments during the period totalled £10,139 19s. 7d. In addition, payments amounting to £532 12s. 5d. were made to wind up 136 individual schemes approved under the old scheme.

Under the Soil Conservation and Mixed Farming Demonstration Scheme the only new work which was carried out was the planting of demonstration windbreaks in St. Elizabeth, a demonstration of land use on 10 acres of a property in Westmoreland, and soil conservation and proper land use practice demonstrations on holdings in the Haddo-Whithorn area of Westmoreland, where quite spectacular results were achieved. All field work in connection with the operation of the Farm Improvement and Soil Conservation and Mixed Farming Demonstrations continued to be the responsibility of the field staff of the Jamaica Agricultural Society.

The Minor Irrigation Scheme continued to be operated by the Central Farm Improvement Authority of which the Director of Agriculture is Chairman. Ten schemes were submitted during the year of which eight were approved and £10,250 allotted for development. Work was commenced on two properties and water, well in excess of expectations, was available by the end of the year on one property.

The Mid-Clarendon Irrigation Authority held its inaugural meeting in June, 1950. Work on this irrigation project was commenced in July. In addition to a credit worthiness survey already mentioned, the Department surveyed all holdings and prepared estimates of crop acreages and water requirements in the area to be developed. From the data already collected in this area, together with further observations to be made, a land capability plan is about to be prepared in consultation with an officer of the West Indian Soil Research Scheme.

The number of contractors under the Farm Implement Contractor Scheme increased from 9 to 14.

Numerous changes and adjustments in equipment were made during the year as experience dictated. Expenditure at the end of the year amounted to £22,894 and repayments under the hire-purchase agreements totalled £2,119 16s. 0d. during the period under review.

For the nine month period ended 31st October, 1950, the work done by contractors as shown in their returns represented 1,020 acres ploughed, 1,480 acres harrowed and 2,900 hours of other work, mainly bulldozing.

Under the nursery part of the Coconuts Expansion Scheme, approved in February, 1949, a propagating unit of two open bed propagators, 8 hardening sheds, storage space and water supplies including a 20,000 gallon pressure tank together with all piping and pumping requirements was installed at Orange River Agricultural Station. At the end of the year a similar unit was being erected at Caenwood Agricultural Station.

Nursery work was extended at Hope and Orange River Stations and Nos. 60 and 95 of the Trinidad selections were introduced through St. Vincent. Large nurseries were planted at Caenwood and preliminary arrangements were made for another nursery at Cave Valley.

Propagation was done by budding, stem cuttings, single leaf cuttings and air layering using a rubber plastic material. During the year some 17,000 cuttings and 15,000 buddings were established. Over 4,000 plants were used to plant up experiments and establish nurseries and about another 7,000 will be used for planting in nurseries. At Orange River 5,500 potted plants were available for distribution to farmers in December.

A revised scheme for loan assistance to farmers was prepared and is still under consideration.

The Department, in connection with the expansion of the citrus industry, undertook to produce 550,000 budded citrus plants by the end of 1953. To date 170,000 plants have been distributed and nurseries at Bodles, Charlton, Grove Place, Irwin, Caenwood and Orange River are now in full operation with 220,000 as the annual target figure for production. Production is mainly of *Valencia* orange, but attempts are being made to increase supplies of the orange varieties *Parson Brown*, *Pineapple*, *Hamlin* and *Lamb's Summer*.

Prices remained at 1/- each and a scheme for the free distribution of 25 plants to all farmers in citrus areas who are participating in the Farm Improvement Scheme was approved.

In anticipation of increased demands for coffee seedlings following upon the rise in world coffee prices the Department's coffee nurseries

were extended. Drought troubles on the north side of the Island in the early part of the year drastically reduced production at Orange River, and flood damage to the nursery at Aenon Town in October further reduced supplies. A total of 128,000 *Arabica* seedlings, 42,000 of them from selected parent trees of high yielding capacity, was distributed making a total distribution of 535,000 for the five years the Scheme has been in operation. The nurseries at Grove Place and Hope Stations were extended and will together have a capacity of 360,000 seedlings of which 109,000 are from high yielding mother trees.

The first central pulper at Aenon Town was brought into operation in September and some 280,000 boxes of cherry coffee had been processed by the end of the year.

During 1950 most of the disconnected strands of the coffee industry were being connected and the fabric of the Rehabilitation Scheme was at last taking shape.

The possibilities of expanding the pineapple industry received considerable attention during the year. A nursery of 30,000 "Red Spanish" pineapples was established at Lucky Hill farm under the guidance of the Department and a nursery of 24 local and imported varieties was laid down at Hope Agricultural Station.

Technical assistance was afforded the All Island Banana Growers' Association in the efforts being made to build back the banana industry on the Lacatan variety. The 10-acre nursery for sucker production at Caenwood was retained and rehabilitated. A total of approximately 45,000 suckers was handed over to the All Island Banana Growers' Association from this nursery during the year. A second 10-acre Lacatan sucker nursery was established in August at Bodles Agricultural Station.

The Department maintained its general purpose nurseries at all Agricultural Stations. Large supplies of planting material of fodder grasses and legumes were distributed and all demands for such plants as avocado, mango and cashew were met. At Irwin Agricultural Station, a timber tree nursery was maintained for the Forestry Department.

Work to assist the bee industry was expanded. The registration of apiaries was again undertaken and 740 beekeepers with 1,394 apiaries and 58,400 colonies were registered. Private apiaries were inspected in the areas of concentration of apiculture. More Italian queens were imported for the Departments apiaries and 251 improved queens bred in the Department's apiary at Grove Place were distributed at 2/6 each to bee farmers.

The Revolving Dairy Herd Scheme continued to attract farmers. During the year, 44 heifers were redeemed and 42 were placed with farmers. At the year's end there were 142 heifers still to be redeemed and 68 heifers on Agricultural Stations pending distribution as soon as in-calf to selected bulls. There were eight deaths during the year but 34 heifer calves were born.

The various loan bull schemes were continued on a very satisfactory basis and these schemes are doing much to improve particularly the dairy cattle of the Island.

The Livestock Improvement Centres were well patronized. Two centres were closed down and two were moved to new sites. At the 43 centres the stud animals were 78 bulls, 4 Jacks, 48 bucks and 2 boars. In addition bulls stood for service at Orange River and Caenwood Agricultural Stations. Approximately 9,000 services were given.

Some expansion of the Subsidized Sires Scheme took place and the policy is to expand this service and reduce where possible the number of Livestock Improvement Centres. A total of 45 bulls and 10 buck

was subsidized in 1950 and payments made for some 2,000 services.

During the year the Artificial Insemination Service was operated from Hope and Montego Bay and arrangements were made for the operation of a third centre based on Grove Place Agricultural Station. The number of inseminations carried out in 1950 was 1,536. Records are by no means completed but notification has been given of the birth of 900 calves since the inception of this Artificial Insemination Scheme.

The pilot Dairy Herd Improvement Scheme which was mooted last year was launched in May. So far only four herds with a total of 156 head are being tested but other farmers have now signified their intention of participating in the scheme.

The Department assisted in second year appraisals of the herds of the Jamaica Braham Breeders Association, and this scheme may be considered as safely launched. Thirteen heads were appraised and a total of 835 animals, 71 males and 764 females, were entered in the Provisional Herd Book.

The Department maintained its breeding herd of Berkshire pigs at Irwin Agricultural Station for the distribution of pure bred breeding stock at cheap rates to farmers. The demands were far in excess of available supplies and at the present rate of breeding it would take two years to supply the present bookings. The breeding herd was augmented by the arrival in December from the United Kingdom of one boar and four gilts which were sent, because of accommodation difficulties, to Orange River and Grove Place Stations. Plans were submitted for a considerable expansion of this activity of the Department.

In its efforts to assist in the improvement of the poultry industry, the Department maintained breeding flocks at Hope, Orange River, Grove Place and Irwin Stations for the distribution of breeding stock to farmers. These flocks are from stock imported from the United States of America and selection has been made for high production combined with adaptability to local conditions. The flocks totalled, at the end of the year, 1,027 adult birds of the White Leghorn, Barred Plymouth Rock, Rhode Island Red and New Hampshire breeds. A central hatchery was established at Hope with brooding accommodation for 3,000 day old chicks, which it is hoped will be fully used in 1951. In 1950, sales to farmers from Hope were 7,474 day-old chicks and 203 young stock, while culled birds and supplies of hatching eggs were sold from all stations.

(IV) Control of Plant and Animal Diseases and Pests

The volume of work in connection with the importation of plants and plant parts showed a further increase and the number of incoming consignments included 17,203 packages.

A total of 117 health certificates, after examination and treatment where necessary, was issued in respect of plant material being exported.

In addition to the advisory work mentioned previously in the report officers of the Divisions of Entomology and Mycology carried out many surveys. Particular attention was paid to sugar cane after the heavy flooding experiment in several areas in October, but regular checks of the incidence of pests and disease were made in respect of bananas, citrus, coconuts, tomatoes, Irish Potatoes and other crops of economic importance followed as necessary by advisory work on control. Every effort was made by the technical officers concerned to popularize knowledge among farmers large and small on disease and pest control measures.

The attention of farmers was drawn to the need for no slackening in plant sanitation measures where they have abandoned the fight

against Panama Disease of Gros Michel bananas and planted the Lacatan variety. The spraying of bananas against Leaf Spot disease was fairly satisfactory, but despite the increased quantities of fungicide being distributed among farmers there is little evidence of marked increase in spraying activities.

The system of field sanitation for the control of spread of "Unknown Disease" of coconuts in the Western area of the Island was greatly improved during the year. The area was divided into four zones and plant sanitation measures are now applied in each zone according to the degree of infection, the proximity of the zone to areas unaffected by the disease and the extent to which application of drastic measures of control will have practical significance. The aid of the field staff of the Jamaica Agricultural Society was enlisted in reporting suspected cases of disease and in advising farmers to continue to fell trees in the zone where it was considered impractical to continue operation with Government funds.

Biological control of insect pests figured largely in the programme of entomological work. No predators or parasites were imported during 1950 but shipments were made to Cuba and the Cayman Islands.

In an endeavour to protect the bee industry against disease outbreaks visits of inspection were made by officers to those areas where disease was most likely to occur. The examination and certification of four consignments of Queen bees were also undertaken by the Plant Inspection Service of the Department.

Outbreaks of poultry disease were dealt with by the Poultry Division and treatments with standard remedies met with good results. This Division vaccinated 19,808 birds in privately owned flocks for Chicken Pox, Typhoid, Cholera and Laryngotracheitis. There was during the year one outbreak of infectious laryngotracheitis, a disease brought into the Island by imported chickens. This disease was eradicated before it could spread and cause damage.

Animal quarantine work was the responsibility of the Veterinary Division and examinations of 119 imports and 402 exports were conducted.

The Veterinary Division started a concerted drive in conjunction with the field staff of the Jamaica Agricultural Society against Swine Fever. The endemic areas of St. Thomas and Portland were treated first and later vaccinations were done in St. Mary. It is hoped to repeat these vaccination campaigns at intervals of six months.

Much advisory work was carried out on the dipping and spraying of livestock to control ticks and co-operation was afforded Specialists from overseas who investigated the efficacy of tickicides under local conditions.

Anthrax was confirmed for the first time in Jamaica in the parish of St. Elizabeth in an area where it had long been suspected and where annual vaccination campaigns have been conducted.

The Veterinary Division performed the following approximate numbers of vaccinations during the year:—

Anthrax	500
Blackleg	1,600
Brucellosis	2,000
Swine Fever	5,000

The number of cattle tested for Brucellosis was 2,342 and the incidence of positive and highly suspicious cases was approximately 10% of the number examined.

(V) *Agricultural Education*

The Jamaica School of Agriculture continued to operate satisfactorily despite the increasing difficulties due to inadequate accommodation and facilities at Hope. A start, however, was made on reconstruct-

ing some of the dilapidated buildings and it is hoped to pursue this work in the ensuing year. Appreciation of the type of training at the School remains high and there is a growing demand for the services of youths trained at the school in other parts of the British West Indies.

In 1950 only 25 youths could be admitted to the school from the 150 applicants, including three youths from overseas, who applied for admission.

Two more scholarships were made available during the year, one by the Associated Branches of the Jamaica Agricultural Society in Portland and one by the generosity of Alex. Gordon, Esq., O.B.E., of St. Ann, who placed trust funds with Government for the purpose. Of the total of 70 students now in residence, 34 are in receipt of scholarships.

(VI) *Public Gardens*

The year was marked by an increase in the extent and number of planting schemes. Planting conditions were favourable and the greater part of the programme had been completed by the end of the year. Much restoration work was done at Victoria Park. The Public Gardens Division of the Department is now responsible for the maintenance of the following:—

Hope Botanic Gardens
Victoria Park
Headquarters House Gardens
Cenotaph Lawns
Government Buildings Lawns
Gordon Town Gardens
Bath Botanical Gardens
Castleton Botanic Gardens
Hill Gardens Cinchona
Fern Gully
King's House Gardens.

The Superintendent of Public Gardens continued to act in an advisory capacity to Parochial Boards on matters concerning the development and maintenance of recreation grounds and, in addition, attended to many requests for advice on the layout of private gardens.

The demand for planting material of ornamental trees and shrubs still continued to increase and a total of nearly 100,000 plants was distributed from Hope Gardens during the year.

In addition a nursery was organized at Hope Gardens to supply planting material of ornamentals to the Government of Bermuda and satisfactory results were achieved.

All gardens were well patronized both by local persons and by visitors from overseas.

FORESTRY

The original Ten Year Afforestation programme, Scheme D 121, under the Colonial Development and Welfare Organisation was wound up during the year owing to exhaustion of funds.

The total acreage planted under the old Scheme was 4,262 acres. A further Colonial Development and Welfare grant has, however, been made to cover the balance of one year outstanding on the old Scheme, and an additional five years. This new Scheme came into existence on the 1st of April, 1950. Since that date a further 686 acres have been planted bringing the total area of plantations to 4,945 acres.

The year 1950 from a weather point of view was the most satisfactory experienced since the inception of the Department. Both Spring and Fall rains were "made to order". As a result of this favourable state of affairs, not only were the 1950 areas successful, but certain doubtful areas put down in the drought years of 1947 and 1948 are at last established.

On the exploitation side the continual building boom and high price of imported lumber resulted in still heavier demands on the limited timber in Forest Reserves. In view of the rigid control by girth measurement this could only be met by penetration deeper into the hinterland and by the conversion of trees previously considered effective.

The increase in exploitation, whilst it has led to a record revenue, has at the same time led to a considerable increase in the more serious type of timber theft. Forest Offences of all kinds recorded during the first 9 months of the present financial year are approximately double those recorded during the previous twelve months.

Fisheries Division

The activities of the newly created Fisheries Division have of a necessity been extremely limited mainly owing to the fact that the Fisheries Officer was out of the Colony on an extended study tour for most of the year. Since his return a certain amount of spade work has been done and above all a policy has been formulated. Under this policy the Fisheries Division will adopt the following aims and objects:—

- (i) to explore the possibility of increasing production from marine sources around the Island;
- (ii) to work toward the establishment of fresh-water fish farming as a means of augmenting supplies from the sea;
- (iii) to encourage the formation of fishermen's co-operatives;
- (iv) to assist in marketing and distribution;
- (v) to conserve fish life in inland waters;
- (vi) to encourage sport fishing; and
- (vii) to co-operate with approved organisations, local and regional, devoted to any of the above objects.

LAND ADMINISTRATION

The Lands Department has had an extremely busy year, with greatly increased activities.

LANDS AGRICULTURAL SECTION—(AGRICULTURAL DEVELOPMENT)

Throughout the Island the settlements experienced good seasons during the year. Agriculture as a result prospered and on most of the settlements marked progress in agricultural development was evidenced. Excessive rainfall, however, during the month of October did considerable damage to crops and caused erosion on certain of the more mountainous settlements, but in spite of this set back yields from the crops were very satisfactory and returns lucrative.

Oxford in St. Elizabeth, Bog in Westmoreland and Greenock in St. Ann suffered greatest as a result of the heavy rainfall. On Bog over 100 acres were under water and on Oxford and Greenock there were approximately 80 acres of cultivation affected.

Bananas:—

The All Island Banana Growers' Association have established Lacatan Nurseries in most of the large banana areas and as a result of settlers being able to obtain suckers from these nurseries, large areas of bananas formerly destroyed by Panama Disease were replanted with

the Lacatan variety. Leaf spot control has been increased and a marked difference in the grade of fruit can now be seen. The industry promises a good future especially with the favourable prices now being received by growers. Lyssons, St. Thomas, suffered a 45% loss from high winds in October. Lacatan nurseries were established at Ducketts in St. James and Haughton Court in Hanover during the year.

Canes:—

Forty-six Land Settlements produced canes for supply to sugar factories and on all of these settlements a good average yield was obtained. Here again favourable prices and good seasons provided an incentive for an increase in the acreage under cultivation and the Sugar Factories greatly assisted the settlers with both the preparation of their fields and the supply of cane tops.

Local Branches of the Cane Farmers' Association organised by this Department played an important part in the establishing of good relations between settlers and Sugar Manufacturers, and this was mainly responsible for the working and satisfactory reaping of the crop.

Food Crops:—

The greater percentage of cultivation on land settlements is in food crops, due mainly to the good and ready markets all over the island. During the year the demand for local food-stuff was far in excess of the supply and as a result settlers obtained remarkably good prices.

Citrus:—

Due mainly to the present ten year contract the Citrus Growers' Association is enjoying, there has been a noticeable increase in the establishment of citrus on the settlements. The demand for seedlings far exceeds the output of the citrus nurseries throughout the island. There are already visible signs of citrus becoming a major crop in the near future. The entire citrus crop this year found a ready market and the bonuses paid by the Citrus Growers' Association for the preceding year was a great incentive to settlers.

Mixed Farming:—

Constant effort is being exercised on a Mixed Farming Programme on Land Settlements—an increased interest can be seen in this programme. Dairying and the rearing of small stock on the holdings are on the increase and settlers now appear to be awake to the great benefits to be derived from Mixed Farming. The question of housing is of course a great drawback to this programme and it is hoped that the Owner-Occupier Scheme now being considered will help.

Field Days were arranged in the various districts and proved very profitable and educative. On these field days settlers from neighbouring settlements meet and not only put on show their livestock and produce, but receive demonstrations and lectures from technical officers drawn from the various Agricultural services.

Progress in Soil Conservation is slow, nevertheless an ever increasing number of settlers is becoming aware of its importance. There is a provision on the Estimates for all the new Land Settlements for expenditure on this most urgent and necessary operations, and it is hoped in the near future the majority of the settlers will not only see the necessity for this work but will be able to put it into practice.

TECHNICAL SECTION—LANDS SURVEY DEPARTMENT

Surveys:—

Sub-division of recently acquired properties was commenced in March, 1950. At the end of the year preliminary sub-division surveys were completed on 6 settlements and the sub-division on another 4 settlements was well in hand. During the period under review 1,388 allotments comprising 7,934 acres were made on new properties.

Roads:—

Approximately $5\frac{3}{4}$ miles of roads were located on Settlements. Construction work was carried out on 19 settlements and during this period 4 miles driving and 43 miles bridle roads were constructed at a cost of £34,152.

Maintenance of land settlement roads not yet handed over to Parochial Boards was effected on 28 miles driving and 181 miles bridle roads involving expenditure of £6,913.

Water Supplies:—

Funds were provided to Parochial Boards for pipe line supplies on Boundbrook, Treadways and Bellevue Land Settlements.

Minor supplies, i.e., entombed springs and ponds have also been cleared.

Amount expended in this connection is £5,454.

ACCOUNTING SECTION

The activities of this Branch have been increased as a result of:

- (i) The sub-division of new Land Settlement properties
- (ii) The preparation and finalising of Extension Agreements in connection with existing Land Settlements;
- (iii) Increase in the number of Tenancies of Government Lands and Buildings.

A number of settlers completed payment during the year. There is still a large number, however, who are not meeting their instalments and strong forfeiture action is required. The result of such action having been taken in the case of collection of loans is reflected in the following statement—

	Collection for 1949	Collection for 1950
(a) Rehabilitation—Food Crop and repairs to buildings, Loans	£383	£2,176
(b) Reconstruction of buildings, Loans	332	710

Action in respect of overdue Land Instalments cannot be taken before the Extension Agreements mentioned above are finalized.

LAND SETTLEMENT FINANCES

STATEMENT OF FUNDS PROVIDED AND EXPENDITURE INCURRED

FUNDS PROVIDED		EXPENDITURE INCURRED
Loan Law 22/35	£100,000	£100,000
Loan Law 22/38	650,000	650,000
Loan Law 21/43	..	32,261
(a) To clear Advance A/c. re Acqn. and Development of properties	£22,489	Land Settlement Fund to 31.12.50
(b) Acqn. of Citron Valley property	9,772	Balance in the Fund at 1.1.51 to meet Commitments for District Administration and further development expenditure
(c) Contribution to Land Settlement Fund towards Acqn. of New Settlements	38,123	156,295
Loan Law 35/47	70,384	
Contribution to Land Settlement Fund for L.S. Schemes (10 Year Plan)	371,633	
Loan Law 51/49		
Contribution to Land Settlement Fund for L.S. Schemes (10 Year Plan)	338,000	
Contribution from General Revenue towards District Administration (1946-1949)	27,538	
Revenue credited to Land Settlement Fund to 31.12.50	427,919	
	<u>£1,985,474</u>	<u>£1,985,474</u>

During the Calendar Year 1950, Revenue collections amounted to £49,207 and expenditure from the Land Settlement Fund amounted to £132,853. Of this latter mount, £38,546 was expended for Acquisition and £41,954 for Development.

WELFARE SECTION

Social Welfare work has continued to play its part in the development of the Settlers and their holdings.

In many instances, Settlers' Associations have given birth to primary producer, and co-operative groups, which have greatly benefited the Settlers.

Field Days have been held in all 5 districts for the purpose of giving expert instruction to the Settlers on the all round development of their holdings. These have been of tremendous value, and have, in all cases, attracted large numbers of Settlers.

Settlers continue to make great efforts to construct their Community Halls. The Lyssons Hall was completed and opened this year.

Recreational activities have included the Island-wide Burnett Shield Cricket Competition.

The Women's Section of this Branch has continued to work on the lines of stimulating and assisting the women in practical ways to improve their home and family life.

The work has been carried out both by Group work (Women's Clubs) and by personal contacts.

In March 48 Delegates from 29 Settlements attended the 4th Annual Training Camp for women at the University College of the West Indies, working on the full "The Best for Our Children". Delegates were given training by experts in all phases of Child Care. In addition, there were classes in Mattress-making, bread and pastry making, the organisation of Village Choirs, and how to produce a play.

Delegates returned to pass on the knowledge gained to their fellow settlers.

26 Training Days, and one week-end Training Course were also held in various parts of the Island.

Owing to a reduction in the staff of this branch in September, it was found necessary to re-organise the work, unfortunately, giving up work on many Settlements. Officers are now doing intensive work on 23 Settlements. The emphasis is on Home Improvement. While the Club work is still being carried on, greater emphasis is being paid to personal visits and the helping of families to solve their own particular problems in the home.

EX-SERVICEMEN, WORLD WAR II

During the year 139 persons were settled on 700½ acres of land at a cost of £20,975.

The total number of Ex-Servicemen settled by this Department since the commencement of the Scheme in 1945 is 1,467. These occupy 10,274 acres and the total cost to date of all allotments and Land Settlement Grants is approximately £340,160.

There are 96 private holdings in the process of acquisition. It is proposed to accommodate most of the remaining number of 553 persons on new Land Settlements.

CROWN LANDS DIVISION

(I) *Crown Land Sales*

There are a great deal of Crown Lands from previous Crown Land Settlements either vacant or occupied by squatters, which are due for forfeiture and could be re-sold after investigations have been carried out and squatters ejected where necessary.

The following is the position as at 31st December, 1950:—

	No.	Acreage	Amount Collected
New Sales ..	18	154 acres	£411 0 0
In process of sale	579	4,522 acres	9,535 0 0
Titles issued ..	107	756a. 1r. 15.6p.	2,606 11 8

(II) *Valuations for Government Departments, Parochial Boards, Water Commission, Kingston & St. Andrew Corporation and Government Railway*

A large number of valuations were made for acquisition of lands for various public purposes. The work was considerably increased as a result of additional programmes for construction of tanks (water supplies) schools, roads, etc., throughout the Island in addition to economic rental assessments of Post Office premises.

No.	Acreage	Amount
38	3,159 acres	£220,421 0 0

(III) *Acquisitions for Government Departments and Parochial Boards*

There were many cases where sites acquired were without legal ownership which necessitated frequent contact of vendors and their Solicitors to establish Statutory claim before acquisitions could be finalized.

(a) *Public Purposes, e.g. schools, tanks, Post Offices, etc.*

No.	Acreage	Amount
47	91 acres	£7,787

(b) *Lands and Buildings for Government Departments, etc.*

No.	Acreage	Amount
7	668. 2. 00	£23,619 19 7

(IV) *Tenantry*

(a) *Industrial Leases—Long term.* (b) *Urban and Rural Leases.*

A number of applications for long-term and short-term leases are under consideration. These are mostly with respect to Government lands in the Industrial Area, which provide for the investment of a minimum capital; reversion of buildings to Government at the expiry of lease, and payment of rates and taxes by the lessees.

The position is as follows:—

	No.	Acreage	Annual Rental
Leases	66	3,800 acres	£2,700

(b) *Agricultural Tenants—(Small Holdings Law)*

The demand for the release of additional lands continued, but it was impossible to meet it due to the limited areas available and the requirements for forestry and water supplies. During the year a survey

was carried out which revealed a loss to Government of £1,500 due to squatters and encroachments. Actual measurements of existing tenants' fields were carried out in an endeavour to restrict the tenants to their allotted fields and stop shifting cultivation.

	No. of Tenants	Acreage	Amount of Annual Rent Collectable	Rent Collected
Crown Lands	3,601	4,576½ acres	£2,555 8 0	£1,595 10 0
Quit Rents	400	587 acres	331 6 0	52 0 0
	<u>4,001</u>	<u>5,163½ acres</u>	<u>£2,886 14 0</u>	<u>£1,647 10 0</u>

(c) *Urban Lease:*

The position is as follows:—

No.	Annual Rental	Rent collected
<u>16</u>	<u>£990</u>	<u>£720 12 0</u>

(V) *Economic and Nominal Rental for Government Offices*

No.	Annual Rental	Rent Collected
<u>127</u>	<u>£5,172</u>	<u>£5,000 (odd)</u>

(VI) *Lands Alienated to the Crown under the Quit Rents Law*

The prosecution of Quit Rent Holdings proceeded normally through the year. Considerable difficulty arose in locating some of these holdings most of which are small and isolated, and scattered throughout the Island. In every case inspection and valuation had to be done and careful checks made as to proper description. There are 1,711 holdings comprising 4,690 acres outstanding, valued at £9,000. Possession of 26 holdings was taken on behalf of the Crown, covering 78 acres.

Sales Completed—Quit Rents:—

	No. of Lots	Acreage	Purchase Price
New Sales ..	25	54 acres	£292 0 0
In process of sale	29	79½ acres	435 9 0
	No. of Lots	Acreage	Purchase Price
Titles issued ..	35	120½ acres	£447 5 0
Holdings redeemed	31	80 acres	..

(VII) *Encroachments*

No.	Annual Rental	Amount collected
<u>28</u>	<u>£9</u>	<u>£8 0 0</u>

(VIII) *Ex-Soldier Settlements*

Nothing now remains to be done on this scheme but to complete issue of Titles to those Settlers who are eligible. Of the 47 original Settlements, Titles have been issued in respect of all but 5 Settlements, namely—Great Valley, Hanover; Oliphant in Manchester; Duff House part of New Forest in Manchester; Edgar's Rio Grande in Portland and Woodhall in St. Catherine.

Leasehold Settlements:

The experiment in simple Leasehold continues. Three Settlements are now in operation—Garredu and Braco in Trelawny; Vineyard in St. Elizabeth; others planned are Kintyre, Berkshire Hall, etc.

(IX) Crown Lands Roads

Normal maintenance work was carried out during the year and at an expenditure of £2,022 13s. 5d.—Scheduled roads being—

30 Miles of Driving Road
and 290 Miles of Bridle Road

Total of 320 Miles

(X) Crown Lands Water Supplies

The expenditure for maintenance of catchments and tanks on Crown Lands during the year amounted to only £141 16 5d.

TWICKENHAM PARK FARM

Twickenham Park is still the source of advice and help for small and middle sized farmers with respect to implemental preparation of their lands and instructions in cropping programme. During the year under review 1,800 acres of land were cultivated under the "Ploughing up Scheme" embracing types of operations such as knifing, ploughing, harrowing, planting, etc. The demand for these services exceeds the availability of the machines and implements. In addition, seeds and planting materials were supplied to Settlers on Land Settlements as well as to the general public.

Cropping embraced Sugar Cane, Bananas, Legumes, Sorghums, Rice and other grain crops for general supply; compounding dairy and poultry feed from crops grown on the Farm.

2,000 sexed white day old Leghorn chicks were imported in February—1,700 of which were reared to maturity.

The Farm continued the care of the experimental Fish Pond and experimental plots for the Department of Science and Agriculture.

Lacatan Banana Suckers were distributed through the A.I.B.G.A.

The following table shows the principal sources of production:—

Canes	..	..	7,429.625 tons
Milk	..	..	42,933 quarts
Eggs	..	..	133,604
Rice	..	..	48,733 lb.
Guinea Corn	..	..	7,203
Cow Peas	..	..	3,333
Millet	..	..	1,649
Sweet Corn	..	..	1,319
Bananas	..	..	5,408 stems
Mangoes	..	..	1,689
Cassava	..	..	3,876
Lacatan Suckers	..	..	82,838

THE GEOLOGICAL SURVEY DEPARTMENT

At the beginning of 1950, the Government Geologist had been on the island little over two months, the Assistant Geologist had only just landed, and the third Geologist arrived on the 10th January. The first three months of the year were devoted to the establishment of the

survey unit—personnel, equipment, etc.—the necessary preliminary reconnaissance work, and the planning and preparation of a seven-year programme, which envisaged the geological mapping of the whole island, using as a base-map the provisional 1: 50,000 map in twelve sheets.

In April a start was made on the systematic survey of Sheet L, embracing the parishes of Kingston, St. Andrew, western St. Thomas and south-eastern St. Catherine. A large part of this area was mapped, particular attention being paid to the mineral deposits of actual or potential economic importance. The large and important gypsum deposits which had not previously been mapped received special study. This mineral was found to occur in a zone from Kingston, near Papine to Llandewey near Yallahs River, a distance of some ten miles. Several new occurrences were found and were mapped in detail on a scale of 1:1,000. On the basis of this survey the total quantity of gypsum in this zone has been estimated at about 84 million tons. Detailed surveying is continuing.

Much attention was given also to the metallic ores and quite considerable bodies of high-grade iron ore have been discovered. Near Dublin Castle a lode of magnetic iron ore containing manganese was located; it is 10-16 feet thick and was traced for a distance of 150 feet but may extend further. Another large body of high-grade iron ore, mainly hematite, but with some magnetite, was found at Mt. Elba, north of Morce's Gap in Portland; it is at least 9 feet thick and extending a considerable distance. This ore contains 91.4 per cent of iron as Fe_2O_3 . Placer deposits of magnetite with some ilmenite have been found on several south coast beaches, that at Ward's Bay near Alligator Pond contains at least 11,000 tons of ore.

At the request of the Colonial Secretary, an investigation was carried out of the occurrence of blocks of pyrolusite (manganese dioxide) in a porphyry near Marshall's Hall, Portland. The report was confirmed and a small vein of this mineral was discovered by excavation. This by itself has no economic value, but further prospecting might reveal other larger veins.

Certain non-metalliferous minerals, bat-phosphates, barytes, bentonitic clays, etc., were also investigated. In September, 1950, the Government Geologist submitted a detailed report on the Economic Geology and Mineral Resources of Jamaica, illustrated with many photographs, maps and plans.

As the survey proceeded it became increasingly clear that however urgent the investigation of the mineral resources might be, hydrogeological investigations in certain areas should be given the first priority. This view was confirmed by Mr. Bracewell, Director of West Indian Geological Surveys, during his visit in August, when he advised that all the resources of the Department should be temporarily diverted to the investigation of underground water resources, in co-operation with the Hydraulic Branch of the Public Works Department. The programme was accordingly revised on the basis that the districts would be investigated in turn, the order of priority being based on (a) the urgency of the local water supply problems and (b) the probability that a geological survey would help to solve those problems.

Accordingly the completion of the mapping of Sheet L was postponed, and in October the geological survey officers transferred their attention to Trelawny where certain anomalous features in the flow of both surface and underground water were investigated simultaneously with the general geological survey. By the end of the year, work in the north-west section of the parish was completed, and a hydrogeological map had been prepared, showing the contours of the underground water-table, the location of springs, and the depth of water in the wells.

Recommendations had been made for location of new borehole wells and the improving of water-supplies.

The Department has given help and advice to those wishing to develop the mineral resources of Jamaica. During the year an expert from Trinidad visited the island, interested in the exploitation of gypsum in the chemical industry. He was conducted over the outcrops of the mineral and given all the information available. The Caribbean Cement Company have been helped by a hydrogeological and a geological survey of their site. An investigation has been carried out for the Education Department on the stability of the site of Woodford School, St. Andrew, which had subsided during the October rains. Reports have been furnished on numerous samples of minerals and rocks submitted by the general public.

CHAPTER 7—SOCIAL SERVICES

EDUCATION

THE PAST decade has seen a considerable increase in the expenditure on Education, local resources, particularly during the past five or six years, being supplemented by grants from Great Britain. Between 1939-40 and 1948-49 the total amount spent on Education rose from £366,000 to over one and a third million pounds. This great increase may be explained partly by the greater recognition given to the need for social improvement through Government initiative, marked since the ferments of 1938, and partly in the tendency to price and wage inflation since the War. The expenditure for 1949-50 was £1,472,760 this being some £230,000 more than the figure for the previous year. The heaviest single item is Elementary Education, which absorbs nearly three-quarters of a million pounds. Of this total some 70% is accounted for in teachers' salaries, the bulk of the remainder going into buildings, equipment and maintenance. In the year 1949-50 an expenditure of £164,053 recoverable from Imperial funds was made on Education. This includes expenditure on Development Schemes as well as an estimated £12,800 (for the calendar year 1949) by the British Council, within Jamaica, on bursaries, scholarships, lectures, visitors, music drama and films.

Notwithstanding the increases noted in paragraph one above, lack of funds to provide sufficient accommodation for all the children of school age in the Colony constitutes a main anxiety of Government. In the absence of absolutely reliable statistics on the subject and with the continuous and rapid growth of the Jamaica population, the number of children outside school between the ages of seven and fifteen may be conservatively put at 75,000. The seriousness of the deficiency is fully appreciated and the remedy is being sought in a number of ways. (i) As large an expenditure as the Colony considers itself able to afford under this head is being put into school buildings. Defeat threatens, however, in the direction of costs. Instead of the seven and ten pounds per place reckoned six years ago, £16 and £21 per place in Denominational and Government schools respectively are now nearer the actual figures, which continue to increase. In May, 1950 the Central Branch School was completed at a cost of £30,000 and opened; it accommodates 1,000 children. Trench Town School with 1,000 places, opened in September was within the same region of cost. These are but examples. The continuance of building at similar rates of cost is manifestly illogical considering the shortage of funds. (ii) In view of this, cheaper building types are being looked for. One has been found in the use in suitable locations of open-air classrooms (as at Trench Town) —roof, floor, and sufficient walls to keep out the weather. The open air classroom is unfortunately only a partial solution to the problem of costs which in them as well remains high. (iii) A third expedient may yet be found in some variation of the part-time system, by which in the most needy areas two separate groups of children may be taught in the same building, one group in the forenoon and the other in the afternoon, the effect being to attempt to educate twice as many pupils as would normally enter school under the existing system. It is to be hoped that the public will be sympathetic to any experiment of this kind promising some chance of education to many who may otherwise grow up entirely without it.

The existing schools have for a long time attempted more than their share by admitting children in numbers exceeding what is regarded as educationally desirable for any given unit of floor space. With the

144,000 school places now available the schools are overcrowded by 16,000 places. (Figures are for 1949-50).

It is expected that by the end of 1950-51 half a million pounds from Colonial Development and Welfare funds and 100,000 from local resources will have been spent on building since 1945, providing a total of 19,237 places and 16,029 replacements.

Chief among the recommendations of the Kandel Committee was that for setting up an all-Island Educational Authority to co-ordinate under a single directive the functions of the Board of Education and the Jamaica Schools Commission, both of which have now been abolished, and to bring under this directive the governments of the training colleges, the Technical School and the Industrial Schools. The change was realised in November, 1950. The twenty-four members of the Central Education Authority represent the Government, the Education Department, the Jamaica Union of Teachers, the Secondary and the elementary schools, the training colleges, the religious denominations, the University College of the West Indies and the parents and public of Jamaica.

The extent of Government provision of secondary education remains insufficient. The twenty-six grant-aided secondary (grammar) schools had, at any time during 1950, an enrolment of about 6,000. This is but a fraction of what it ought to be. The position is not quite as bad as it appears from the figure however, there being a number of private schools, some of which are doing good work. A satisfactory improvement would be an immediate increase in the number of Government scholarships, mostly from the elementary schools, to about a third of the total secondary school enrolment. Besides the question of a numerical increase in the secondary (grammar school) provision, there is that of extending and improving such other types of secondary education as the social conditions and the economy of the country call for. Some of these are:—practical training in agriculture and animal husbandry, domestic occupations for girls, technical education, and an adequate substitute for the Jamaica Local Examinations for which twelve to thirteen thousand candidates are being inadequately prepared, and which, because of the fewness of gainful occupations open to the candidates passing them, are tending to intensify unemployment among the youths.

The year 1950 saw the beginning of the most significant departure in the examining of elementary schools since the founding of the Government-sponsored system over eighty years ago. Originally the school had to pass in a number of subjects for which marks were awarded, and on the basis of those marks the annual grant-in-aid was computed. In 1920 the marks system was abolished but the one-day intensive examination remained a feature with its many serious drawbacks to good education now notorious to all. The practice replacing it is one in which the annual report on the school may be made at any time during the school year (now altered to coincide with the calendar year) from the inspector's normal visits and from the head teachers' reports on the work. This method throws even greater responsibility on the teachers than heretofore, at the same time obliging the supervising officer to concentrate more on his functions as an adviser.

The month of June, 1950, was ear-marked by the Director of Education for a special island-wide campaign to evoke greater public interest in Education and to explain to all and sundry the aims of Education in the Colony. The venture was inaugurated on Friday the second of June, when representatives of Education throughout the Island met in Kingston at a public function for the purpose.

During Education Month every school joined in producing a splendid show of handwork, art, music, drama, etc., which they invited other schools and parents and the public to see on their Open Days. The Director of Education and other Officers of the Department attended a large number of these Open Days. The effort served not only to widen the experience of school children but to open the eyes of parents to fresh possibilities of education and to stimulate their interest in the service. It is yet undecided whether Education Month is to be made a periodic feature. On subsequent efforts of the kind more emphasis would be transferred from the matter of displays to stimulating educational thought and to emphasising educational needs.

There is no intention in the foregoing to present a survey of Education, but rather to pick out some of the graver deficiencies in the system together with the main attempts being made to improve it.

The following additional items are therefore worthy of mention:—

- (a) The school Feeding Scheme now established in every public school guaranteeing a mid-day meal to every pupil, and costing £40,000 annually.
- (b) Basic Schools recognised by issuing small grants in several areas where in the absence of a public school nearby little children unable to negotiate long journeys are kept out of school, and where local initiative has already moved to provide a knowledge of the three R's.
- (c) Teachers' Travelling Scholarships awarded annually to six teachers who spend a year at the Institute of Education.
- (d) Scholarships to Secondary School Teachers and to Education Officers—two of the latter are now in Great Britain studying Education there.
- (e) Probationers' Course:—

A joint endeavour, started in October, 1950, between the Education Department and the Mico College to improve the teaching service by giving courses in practical as well as theoretic subjects to the least qualified teachers in service.

- (f) Vacation courses for qualified teachers:—

Vacation courses have become a vital feature in enabling teachers to keep up to date. Courses in manual training, physical training, and arts and crafts, and general courses in the traditional subjects and methods of presenting them have been from time to time organised and conducted by officers of the Education Department, sometimes on the instance of groups of teachers. Other courses have been conducted by the University College Extra-Mural Department in Biology, Botany and Sex Education.

HEALTH

Medical Staff:

A shortage of medical personnel was experienced in every section of the government service throughout the year. Although provision was made on the Colony's estimates for 122 medical officers and 23 medical officers (health), only 113 medical officers and 20 medical officers (health) were available for service.

During 1950, six medical officers were on study leave abroad and five others resigned from the service. There were one retirement and one death.

A list of medical officers gaining post graduate degrees and diplomas during 1950 is appended.

LIST OF OFFICERS GAINING POST GRADUATE DIPLOMAS AND
DEGREES IN 1950

Name	Appointment	Degree or Diploma
M. R. Thompson	Actg. Surgeon Specialist	F.R.C.S. (England)
A. L. Carnegie, M.R.C.P. (Edin.)	Actg. Medical Specialist	F.R.C.S. (Edinburgh)
W. J. S. Wilson M.D. (London)	Medical Specialist	M.R.C.P. (Ire.)

Hospital Administration and Construction:

A new hospital was completed and opened at Annotto Bay. The construction of this hospital has increased the number of beds by 52. Construction of a hospital at Spanish Town made good progress during the year.

All hospitals operated under great difficulties as far as bed requirements were concerned. The Mental Hospital which was constructed to accommodate 1,600 had to provide space for approximately 2,600.

Appended is a list of Government Hospitals in the Colony with the total number of beds and allocation of those beds according to type of treatment offered.

HOSPITAL BEDS

Name and Location of Hospital	Number and Category of Beds			
	General	Obstetrics	Tuberculosis	Infectious
Kingston General	471	..	..	..
Victoria Jubilee	..	137	..	..
Tuberculosis Hospital, Admiral Town	..	..	204	..
George V Memorial	..	..	220	..
Morant Bay	56	..	..	..
Port Antonio	98	6	..	..
Port Maria	173	8	20	4
Annotto Bay	126	..	..	..
St. Ann's Bay	90	..	20	..
Alexandria	65	5	..	..
Ulster Spring	16	..	..	..
Falmouth	67	..	..	..
Montego Bay	125	6	..	16
Lucea	49	4	24	..
Savanna-la-Mar	141	6	20	..
Black River	126	6	19	..
Mandeville	94	..	16	2
Spaldings	114	6	24	..
Chapelton	61	5	..	..
Lionel Town	58	4	..	..
Linstead	65	..	21	..
Spanish Town	122	2	..	..
Hansen Institute (Lepers)	..	..	..	188
Hordley	40	..	..	..
Buff Bay	111	10	..	..
Mental Hospital	2,600	..	..	..

Health—General:

New public health projects started during the year 1950 included an Anti Yellow-Fever Mosquito Campaign with the co-operation of the Pan American Sanitary Bureau (American Region of W.H.O.). Plans to eradicate the *aedes aegypti* mosquito throughout the island were outlined, and active measures set working in the parishes of Kingston and St. Andrew. Specially trained men were appointed to carry out the inspection of premises and location of breeding places.

Jamaica was the locale of an Anti-Rabies Conference of the Pan American Sanitary Bureau on 28th–30th August, 1950. Representatives came from countries in the Caribbean area and from South America and the United States of America.

The 4th Annual Medical Conference was held in Kingston from December 7 to Saturday December 9, 1950. Physicians and surgeons in the government service and from the University College of the West Indies as well as private medical practitioners attended the conference.

Health Centres:

One government Health Centre was opened at Mavis Bank in the hills of St. Andrew.

Malaria Control:

There was a sharp outbreak of malaria in the Bull Bay area (10 miles east of Kingston) early in the year.

In spite of torrential rains during the months of August, September, October and November, there was no explosive outbreak of malaria though there was intensified breeding of the anopheline mosquitoes in many areas. There was, however, a slight increase in the incidence of the disease in parts of southern Clarendon, in the latter months of the year.

Malaria has not yet been included in the list of communicable diseases notifiable by law so that cases treated by private medical practitioners are not known to the department, and the real incidence of the disease in the country can at no time be accurately assessed. During 1950, government hospitals and dispensaries reported a total of 17,826 cases of malaria.

Two incidents may be recorded as of major importance to the malaria control programme in Jamaica during 1950.

In January Dr. Muirhead-Thomson was assigned by Colonial Development and Welfare to study the malaria problem in Jamaica. In November he submitted the first progress report on his project which revealed some interesting facts. Copies of his report have been submitted to the Colonial Office and to the Medical Adviser, Colonial Development and Welfare. The second incident was the arrival of Mr. C. B. Symes, O.B.E., officer in charge of Research in the Colonial Insecticides, Fungicides and Herbicides Committee. He spent one month in Jamaica reviewing the malaria situation. His report revealed several weaknesses in the malaria control methods in this colony. Although a few of these weaknesses were previously recognised by the local personnel, many of Mr. Symes' suggestions represented a new approach to the malaria problem in Jamaica. The main thesis of his recommendations was the need for financial and technical assistance from organisations outside the island which could command larger resources. He stressed the need for a re-survey of the malaria problem in this colony. It should be recalled that no island-wide study of malaria has been undertaken since the Boyd/Aris survey 32 years ago. Mr. Symes set out definite proposals for a survey. A start on a small scale was made during the last quarter of the year, when spleens and smears were tested in elementary schools in certain known endemic areas.

The efficacy of residual spraying as a control measure cannot yet be assessed with any degree of accuracy. The DDT spraying, started in 1949 with funds from the Sugar Industry Welfare Board, was continued through 1950. There is evidence that the substitution, as a larvicide, of malariol for crude oils might become justifiable on the grounds of economy in man power and of effectiveness.

The malaria control programme was carried on without any direct supervision for the greater part of the year as the post of Malaria Officer was without a locum tenens until October when Dr. H. M. Johnston was assigned to act as Malaria Officer. The engineer for the programme went on vacation leave abroad in June and was on leave for the rest of the year.

Industrial Health:

Medical care for industrial workers was made more readily available by the provision of several clinics and health centres on sugar estates. These Health Centres were in the main built by the sugar estate managements but staff and drugs are being provided by the Sugar Industry Welfare Board. During 1950, sixteen of these clinics were completed, most of which were put into operation. More clinics are in process of construction. The Sugar Industry Welfare Board also provided more ambulances to transport injured and sick sugar workers to and from hospitals.

Communicable Diseases:

There was no general outbreak of any disease in Jamaica during 1950 although a larger than usual number of cases of chicken pox occurred in the Corporate Area and in three other parishes. As a consequence the number of cases reported reached an unprecedented (in recent years) height of 606 compared with 424 in 1949, 332 in 1948 and 167 in 1947.

Pulmonary Tuberculosis continued to hold the lead in the number of cases notified to the Central Board of Health. This number however showed a decrease when compared with previous years, a decrease not of much significance when compared with 1949, but decidedly significant when compared with the years 1947 and 1948. In 1950, there were 996 cases of Pulmonary Tuberculosis reported (1,057 in 1949) but 1,404 in 1947 and 1,248 in 1948. The Corporate Area once more produced the largest number of cases, having reported 460 (or 46.1%) of the 996 cases. The Chest Clinic in Kingston examined 6,726 persons and found 404 cases of manifest tuberculosis.

Enteric Fever (Typhoid):

The number of cases of this disease showed an increase over the 1949 figures. A total of 724 cases were reported in 1950 (630 in 1949). The parishes of Kingston and St. Andrew were again responsible for the largest number of cases of any one parish. Kingston had 105 cases and St. Andrew had 102 cases. St. Catherine took third place with 73 cases. St. Thomas reported the smallest number for the year (18).

There were 12 cases of poliomyelitis (infantile paralysis) reported in the island, 3 each from Kingston, St. Andrew and St. Ann, 2 from Westmoreland and 1 from Clarendon.

Yaws:

Four Health Units continued their special work in this field throughout the year. The work of units was, however, hampered by a shortage of doctors and public health nurses. In point of fact only one of the 4 units had the services of a Medical Officer throughout the year. No. 1

Unit operated in St. Catherine and in a part of St. Andrew. At Riversdale an experiment in the use of aureomycin was tried out by the Pathological department of the University College of the West Indies in co-operation with the unit. Units 2, 3 and 4 operated in the parishes of Westmoreland, Portland/St. Thomas and Trelawny respectively.

In addition to the control and treatment of yaws in their areas Health Unit staffs were occupied with other public health activities such as sanitation, health education, deworming, smallpox vaccination and anti-typhoid inoculation.

Public Health Nursing Service:

There are now 67 Public Health Nurses in the service in addition to 4 supervisors, one of whom was appointed early in the year (one was on study leave for the whole year). The work of Public Health Nursing included Maternity and Infant Welfare, School Hygiene, smallpox vaccinations, anti-typhoid inoculations, and supervision of the district midwifery service.

The 200 district Midwives employed by Parochial Boards made 7,121 home deliveries of babies. Quarterly conferences of these midwives were held in each parish throughout the year with the aim of improving their standard of work by means of lectures and demonstrations.

An All-Island Conference of Public Health Nurses was held in March.

British West Indies Public Health Training Station:

The work of this training centre continued during 1950 under the approved agreement by the Colonial Development and Welfare, the Rockefeller Foundation and the Government of Jamaica. The year 1950 saw the end of the seventh session and the beginning of the 8th session of this school. Basic courses for Sanitary Inspectors and Public Health Nurses were conducted as well as special courses in the Inspection of Meat and other Foods, and in Malaria. In July, 1950, 18 Sanitary Inspectors and 12 Public Health Nurses completed the prescribed course—all but 2 of the Sanitary Inspectors succeeded in gaining the Certificate of the Royal Sanitary Institute. Of the 12 Public Health Nurses in training throughout the school year 8 were awarded the local certificate, but only one succeeded in gaining the Certificate of the Royal Sanitary Institute.

In September and October, 1950, respectively, 26 Sanitary Inspectors and 19 nurses commenced the courses, Jamaica contributing 13 Sanitary Inspectors and 6 Public Health Nurses to the total.

Bureau of Health Education:

The Bureau of Health Education managed to maintain continuity in its activities in spite of many changes in the staff. In many instances the results proved that there was an increase in its activities and in demand for its services.

The cinema as a means of disseminating health knowledge was used to a greater extent than in any previous year. There were 118 film shows to approximately 19,991 persons.

The Quarterly Bulletin, Jamaica Public Health, was issued regularly throughout the year and increased its total circulation to 104,766 copies. In addition, 146,125 pamphlets on various health matters, 13,806 posters, 1,035 health booklets and 3,475 cards were distributed.

There was evident a growing tendency on the part of the general public to write to the Bureau requesting information on various health matters. The Bureau received 955 letters during the year and despatched 668 replies.

Two School Health Education Courses were held during 1950, one a two weeks' course for teachers and the other a Refresher Course for teachers who had taken previous 2 weeks' courses.

Health Education Courses were also organised for Third Year Students in the Mico and Shortwood Training Colleges.

In addition to these and other external activities, the Bureau is responsible for certain inter-departmental work which are definitely educational. All books and periodicals required by the medical and public health personnel are ordered and distributed by the Bureau. Bi-annual checks of books in the branch libraries of the Medical Department are made. During 1950, 142 books were purchased and 3,682 periodicals received, recorded and distributed.

The Bureau also maintained a loan service of public health books.

General Sanitation:

A general programme of maintaining sanitary living conditions for the population was carried on by the 165 Sanitary Inspectors employed by Local Health Departments. Inspection of meat and other foods also received some attention from these Sanitary Inspectors. They made a total of 66,509 meat inspections during the first ten months of the year, and condemned 13,877 lb of meat. They also inspected 164,975 samples of other foods and condemned 5,597 of them.

HOUSING

The need for good housing is urgent and wide spread. In urban areas the poorer sections of the population are housed mostly in rented tenements, consisting of separate holdings with one or more dwellings on each, in relation to which sanitary and other conveniences are provided in detached out-buildings. In rural areas, the peasants live on small holdings in houses which range from one-roomed huts with mud-plastered walls and thatched roofs to cottages of wooden or concrete walls and shingled or corrugated iron roofs. In some districts, quarters are provided by Estate Owners for permanently employed labourers, consisting mostly of barracks. Persons of higher income groups live in detached houses of which approximately 33½% are owned by the occupiers, the remainder being rented.

A beginning was made with housing improvements in 1937, under the provisions of Cap. 69 of the Laws of Jamaica, from funds provided by loan and spent for the most part in the Corporate Area of Kingston and St. Andrew. Under the Slum Clearance and Housing Law, 1939, the Central Housing Authority has power to carry out housing, slum clearance and improvement schemes for the benefit of the "working classes" throughout the island. With the assistance of Colonial Development and Welfare funds, it has been possible to continue the programme of housing schemes and the work will proceed to the full extent of the funds which can be devoted to housing purposes.

There are numerous areas to be dealt with by Slum Clearance Schemes for which special provision is made in the Ten-year Plan of Development. It is hoped that it will be possible to deal with details governing this scheme in the coming year, and for the necessary financial provision to be made.

It is intended at present to provide assistance only for the "working classes". Assistance under the Housing Programme is limited, except in urban areas, to holdings costing not more than £300 and a previous limit of £250 was increased in order to cope with increased building costs.

Laws relating to building operations and the sub-division of lands are administered by the Local Authorities comprising the Kingston and Saint Andrew Corporation and the Parochial Boards. Regulations under the Parochial Boards Building Law, Cap. 41, have been revised and adopted by the various Parochial Boards.

With the assistance provided under Colonial Development and Welfare Act supplemented by Government funds, the Central Housing Authority carried out Housing Schemes in a number of urban and rural areas. Six housing schemes were approved, one in urban and five in rural areas, estimated to cost £130,968 including—

Land acquisition	..	..	£9,439
Development works	..	..	44,581
Buildings	..	..	76,948

Progress was made on these and other schemes, previously approved, and during the year, in addition to development works three cottages consisting of four rooms were completed and 352 buildings containing 434 rooms were under construction. Expenditure on these schemes amounted to £41,154 and receipts totalled £18,644 including £3,000 for sale of lands at Portmore which Scheme was abandoned.

Subsidies are allowed in both urban and rural schemes. In rural holdings a subsidy, up to a maximum of one-fifth the cost is allowed on a value not exceeding £300, while in urban rental schemes, the subsidy has risen to nearly 90% as it was not possible to increase rents proportionately.

Progress was also made in connection with the Re-habilitation Housing Scheme for repairs and reconstruction of houses damaged by the hurricane which occurred in August, 1944. A sum of £875,000 was approved as a loan, free of interest, by His Majesty's Government for re-loan to sufferers in the hurricane areas. During the year, 118 buildings were completed, making a total of 6,630 and there were 115 buildings under construction. A sum of £200,000 was approved under the Scheme to be paid as subsidies to "Owner-Occupiers" of houses not exceeding a value of £200. Payments aggregating £6,670 11s. 1d. were made during the year and with previous subsidies the total paid to date amounts to £165,729 2s. 6d., in reduction of the indebtedness of hurricane sufferers.

Funds were provided to continue the programme of housing for Ex-Servicemen. At the end of the year, the total number of houses completed by the Authority amounted to 329 and 17 dwellings were under construction. The expenditure amounted to £2,080 during the year making a total of £76,624 to 31st December, 1950.

The scheme for Development and Housing of part of Cockburn Pen was continued. Twelve tenements comprising 120 rooms were completed providing accommodation for approximately 114 families, totalling 268 persons. The scheme also provided for 48 single-roomed cottages for tenants of garden plots in this area and 24 were completed. The expenditure amounted to £39,500 from a vote of £44,000.

A sum of £11,313 was provided to complete paving of the gully course in this area. The major portion of the work was done and the expenditure amounted to £8,256. An area of 50 acres in this property has been laid out for settling 24 Agricultural Trainees on 2 acre allotments, and the Authority undertook the construction of the dwellings, 24 of which were commenced towards the end of the year. Repairs to the extent of £2,246 were carried out as a result of the hurricane in October, 1950.

The work of restoration in the Titchfield Trust Improvement area was continued. Fifty-eight cottages comprising 178 apartments were completed and 21 units with 78 rooms were under construction.

The expenditure amounted to £9,788.

Attention was given to the squatter problem in Western Kingston, which had assumed alarming proportions. A survey of areas, including Kingston Pen, Trench Town and the Dung Hill, was carried out, revealing very bad living conditions of 1,273 householders, comprising 3,742 persons, and measures were taken to re-house the people under two separate schemes. A sum of £51,996 was approved for development at Majesty Pen and construction of 48 tenements comprising 576 rooms. The work was completed providing accommodation for approximately 1,720 persons. The other scheme at Tower Hill, part of Cockburn Pen provided for the development of an area of 92 acres into 892 allotments and financial assistance to allottees to construct their own dwellings. The holdings are to be leased for a period of 20 years, at an inclusive rental of 8/- per month. This scheme was financed from Housing Funds and the construction work is included in the reference to Colonial Development and Welfare Schemes above.

The Owner-Occupier Scheme for rural areas obtained final approval of the Secretary of State for the Colonies and although no construction work was done during the year, administrative action was taken to implement the scheme.

A total provision of £2,275 was available for Housing Grants to poor persons on the condition that the maximum grant to any one householder should not exceed £15. The amount was fully allocated for grants in various parishes and it is estimated that 296 households would benefit from the vote. The work is being carried out by the Parochial Boards and repairs to 95 dwellings were completed and the expenditure amounted to £1,362.

TOWN PLANNING

Pending the introduction of Town Planning Legislation, it has been decided to establish the Town Planning Department on a permanent basis. Consequently His Excellency the Governor in Message No. 59, dated the 19th of July, 1950, sought approval to have this effected as from the 1st of October, 1950. This was subsequently approved by the House of Representatives on the 6th of September, 1950. A grant from the Colonial Development and Welfare Funds spread over a period of 5½ years as from the 1st of October, 1950, to meet part of the cost of maintaining this Department was approved on the 17th of October, 1950. While some appointments to the staff have been made there are still a number of vacancies to be filled.

Much of the work carried out by the department during the past year has been done in collaboration with the Central Housing Authority. All architectural, housing design, town planning and layout schemes, with the exception of Majesty Pen have been prepared by this department.

Advisory schemes designed during the current year include a detailed report with a physical survey and plan for the control and development of Ocho Rios, St. Ann; amendments to the original University College area planning scheme with detailed proposals showing development on Mona and Blue Castle lands; the preparation of surveys, sketch proposals and a preliminary report on the proposed future development of Papine and August Town, St. Andrew.

Other work includes a complete revision of the housing scheme for Norman Range, the long term development plan for Kingston Race Course as well as surveys and proposals for the Cross Roads by-pass. Unco-ordinated aero survey maps have been prepared for all parish, towns and parts of Kingston and St. Andrew.

Work for the Kingston and St. Andrew Corporation includes survey investigations and reports in all controversial applications for commercial or industrial sites within the urban and sub-urban areas of St. Andrew and investigations into applications for land sub-divisions within the Corporate area.

Finally, lectures and discussions on the proposed Town Planning Law have been arranged with all Parochial Boards throughout the island. These continue to add to the revisions which have already been made to this Law.

SOCIAL WELFARE

Social welfare work is undertaken by both official and voluntary agencies and attached to Government is a Social Welfare Adviser whose duty it is to advise Government on all welfare matters, co-ordinate the work of the different bodies and to act as Liaison Officer between Government and voluntary organisations.

The official agencies are:—

- (i) The Jamaica Social Welfare Commission
- (ii) The Lands Department
- (iii) The Sugar Industry Labour Welfare Board.

(i) The Jamaica Social Welfare Commission which was created in April, 1949 and operates with a grant received under the Colonial Development and Welfare Act continues, on an extended basis, the work originally done from 1939 by Jamaica Welfare and from 1943 by the Jamaica Welfare (1943) Limited. The Commission is constituted as follows:—

The Director of Education
 The Commissioner of Lands
 The Director of Medical Services
 Rev. J. T. Clark, B.A.
 Mr. P. M. Sherlock
 Mr. Rudolph Burke, President, Jamaica Agricultural Society
 Mr. G. G. R. Sharp
 Fr. Sullivan—Co-operative Development Council
 Hon. W. A. Bustamante
 Hon. Donald Sangster
 Miss Iris Collins—Sugar Industry Labour Welfare Board
 Lady Allan—Representative of the Jamaica Federation of Women
 Registrar of Co-operatives
 Mr. N. C. Lewis
 Mr. Oscar Burrowes, representative of the Council of Voluntary Social Services, and
 The Social Welfare Adviser as the Chairman.

The aim of the Commission is primarily to create village communities with a programme for self improvement. Self-help is emphasised and communities are urged to study their own problems and to develop mutual aid through organised action. The development of local leadership is recognised as of supreme importance. Various methods are employed in striving to achieve this aim, such as Community Organisation and Community Centres, Co-operative Development, which include Savings and Credit Groups, a campaign in nutrition known as the food for Family Fitness Campaign (3F) and Cottage Industry work which includes training in crafts.

Welfare Officers are stationed in every parish in the Island and these officers employ a good deal of their time in the training of potential leaders. Three Cinema Units work in 11 of the parishes and provide

shows, which include educational and recreational films, in selected villages at intervals of about eight weeks.

(ii) The Lands Department has nine Welfare Officers who work along similar channels to the Jamaica Social Welfare Commission but who concentrate very largely upon the Land Settlements scattered throughout the Island.

(iii) The Sugar Industry Labour Welfare Board which was created in 1948 is composed of:—

Mr. T. E. Newlin, Social Welfare Adviser, Chairman	
The Director of Medical Services, Dr. L. W. Fitzmaurice	
The Accountant General, Mr. J. E. Clare McFarlane	
The Minister for Social Welfare, The Hon. D. B. Sangster	
The Honourable Sir Robert Barker, Kt.	
The Honourable A. S. Campbell	} Representing the Sugar Manufacturers' Association and the Cane Farmers' Association
Mr. C. A. Bloomfield	
Mr. S. H. Reid	
Mr. H. L. Shearer	} Representing the Busta- mante Industrial Trade Union
Mr. L. V. Davis	
Miss Iris Collins	

The Board was established in 1948 to control the fund which resulted from the decision of the Imperial Government that 5/- of the price paid for every exported ton of sugar should be devoted to welfare work in the sugar areas.

During the year the Board continued its policy of the development of medical services and there are now 10 fully equipped clinics with a resident nurse. In addition 9 ambulances have been provided, the operational cost of which are being borne by the sugar manufacturers. Seven estates have been supplied with the services of a dentist. 22 welfare officers have been appointed and 31 community centres have been erected. All the schemes have been worked out with the sugar manufacturers and cane farmers and in every case part of the expense is borne by the employers as well as the Board. During the year the Board has turned its attention to housing and grants have been made on the basis of 50% of the estimated cost to enable sugar manufacturers and cane farmers to erect two-roomed cottages to replace the barrack accommodation. During the year grants were made towards the erection of 154 houses.

These three official agencies are working in the closest possible collaboration with the Education Department and officers from the different groups meet periodically at training courses.

Voluntary Bodies

A great deal of social welfare work is done by Voluntary services in Jamaica. Some of these services are concerned not only with the carrying out of their own programme of activity but undertake to administer funds for Government schemes as well.

The Churches have their own departments through which their social service is done, and their emphasis, as a rule, is on Youth work and Adult Education.

The Boy Scouts and the Girl Guides carry on a programme in a local setting that follows the pattern of their international Organisations. The Y.M.C.A. and the Y.W.C.A. in addition to the hostel facilities which they offer, are largely occupied with leadership training and with Youth work. Trench Town Club Centre and Boys' Town are under Y.W.C.A. and Y.M.C.A. sponsorship, respectively.

Three organisations are chiefly concerned with Child care; they are (1) the Child Welfare Association, which in addition to the Creche and Clinic on West Race Course has affiliated clinics throughout the island and which is responsible for administering the Government Grant of £18,000 to supply condensed milk cheaply to poor mothers who have children of pre-school age; (2) the Jamaica Save the Children Fund which runs three Play Centres for the children of working mothers and assists poor children with clothing; and (3) the Jamaica Society for the Prevention of Cruelty to Children which is a case-work agency, whose contacts with both children and their parents enable them to do a basic family welfare work.

Among the organisations working with adults are the following: The Jamaica Women's League devotes itself to the welfare of women and children, assisting with clinics and canteens, teaching handwork, and giving employment to hundreds of women and girls who produce embroidery of a very high standard.

The Anti-T.B. League rehabilitates persons who have recovered from tuberculosis, teaching them handwork and to produce embroidery work of excellent standard.

The largest voluntary organisation in the island is the Jamaica Federation of Women, having approximately 450 branches and 25,000 members. It administers several government grants, one being for clothing poor children in rural areas and in the past year 17,403 have reached clothing. Another grant of £3,000 is for rehabilitating distressed persons and of this sum £2,000 has been set aside for soup kitchens.

The Salvation Army covers a wide field of welfare work, i.e. a school for the Blind, Home for Children of leprous parents, Home for delinquent girls; Refuge for distressed men and women, Hostel for young business women, work with prisoners, etc. It shares also with the Jamaica Society for the Prevention of Cruelty to Children and the Jamaica Save The Children Fund in administering a grant for clothing poor children in the Corporate Area.

The Kingston Charity Organisation Society assists and rehabilitates many needy persons not eligible for Government assistance and it also handles a grant from Government to supply a hot meal to poor people in Kingston.

The British Red Cross, always in the forefront in time of emergency or disaster, none the less does rehabilitation work among distressed persons, and runs a canteen at the Public Hospital.

Forty five of these voluntary organisations are affiliated to the Council of Voluntary Social Services, a co-ordinating body, whose function is to offer opportunities for consultation; united planning and action, for training, and for the dissemination of information about welfare work.

4-H CLUBS

Colonial Development and Welfare Scheme D306 under which 4-H Clubs operated since 1944, terminated on the 31st March, 1950. Provision has, however, been made for continuance of operation of the Movement until 1956 under Scheme D1387, effective as from 1st April, 1950.

The actual expenditure under Scheme D306 to 31st March, 1950 was £36,114 4s. 10d. The approved expenditure for 1950-51 is £8,579.

The Field Staff has been strengthened by the addition of three Organizers, bringing the total number to eleven, while the Office Staff has been depleted by the deletion of the post of Assistant Secretary.

An important phase of development has been the organization of three Parish Councils and five Parish Advisory Committees, which have greatly assisted the Organizers in implementing the programme of work in those areas.

Registration of Clubs is an annual feature which takes place during the course of the Club year—April to March.

Registration between April 1, and November 30, 1950 is as follows:

<i>Junior Clubs</i>	<i>Membership</i>	<i>Voluntary Leaders</i>
223		
<i>Senior Clubs</i>	7,413	965
11	255	53

Interest in project work, with particular reference to Agricultural and Homemaking projects, has been maintained. In addition to these projects, the social and recreational aspects of Club work are regular features in each Club programme.

Field Days, Training Courses, Week-end Camps have been widely used as the method of imparting better agricultural practices to leaders and Club members. The Field Staff of the Jamaica Agricultural Society and the Department of Agriculture continue to provide the necessary technical instruction and the co-operation of farmers and other citizens augurs well for progress.

The second All Island Achievement Day was held on the 12th April, 1950 and the event attracted island-wide interest, and drew favourable comments.

Steps have been taken by Government to implement the proposal for the establishment of an Agricultural Training Centre to serve all Agricultural Agencies as well as 4-H Clubs.

The relief of the destitute and the disabled:

Poor Relief (known as public assistance in Great Britain) is governed by the Poor Relief Law (Cap. 53). Thirteen Local Government Authorities are the Managers of the Poor, and a Staff of Inspectors of Poor and Assistants are employed for purposes of administration. There is a Statutory Central Board known as the Board of Supervision for the relief of the Poor in Jamaica with an Executive Secretary, which supervises the management and administration of Poor Relief throughout the Island. This Board employs three Inspectors, one is assigned to each county.

There are three main forms of relief—an outdoor allowance, maintenance in an Almshouse (known as indoor relief) and maintenance of children in industrial schools, charitable and denominational homes.

Assistant Inspectors of Poor are stationed in 74 poor relief districts into which the Island is divided.

The Board of Supervision approves of the appointment of all poor relief officers and their emoluments, and provides in service training for poor relief officers. The Board is empowered to conduct investigations into all matters relating to the relief of the poor and can dismiss or degrade any poor relief officer.

Almshouses are managed under rules made by the Local Government Authorities, with the approval of the Board of Supervision and the Governor in Executive Council. The cost of Poor Relief is met from the funds of Local Government Authorities, but the cost of the services of Medical Officers and Outdoor medical relief at Hospitals and Dispensaries, is borne by Central Government. The limited funds available to these local authorities do not permit of very extensive relief: the weekly allowances now vary from 1/- to 12/- per week

in the case of families with many dependents, the average weekly allowance per pauper being 2/9. Almshouse accommodation is available in each parish for the chronic sick, aged and infirm paupers who are considered to be better served by indoor or institutional relief. On the 31st March, 1950, 2,886 inmates were maintained in Almshouses, and the average cost of maintenance was 11/4. per week per capita. Homes are rented for some poor persons and clothing is also distributed to needy cases on an average of twice per year. Medical comforts, equipment, transportation and burial are other forms of relief granted Orphan children and others needing Poor Relief, are maintained at Industrial Schools or charitable homes and institutions.

During the year ended 31st March, 1950, 26,766 persons received poor relief. 19,518 were given outdoor allowances, 5,508 were maintained in Almshouses and 1,740 children were in Industrial Schools and Charitable Homes, 27 children were boarded with foster parents. There were 4,661 children dependent on the number of registered paupers. The expenditure on poor relief during the year ended 31st March, 1950, was £297,847, being spent as follows:—

	£
Administration	47,131
Outdoor Relief	114,398
Almshouse	87,312
Children in Homes, etc.	49,006

There are also numerous Charitable Organisations which are supported either by endowments or by public subscriptions, and with or without a Government grant: These institutions play a very important part in public assistance. The chief of these are:—

The Salvation Army, which operates the following three institutions:

- (a) Institute for the Blind.
 - (b) Bethesda Home for Girls (the girls are trained in domestic work).
 - (c) The Nest (home for babies of leper parents).
- Alpha Cottage Industrial School.
 Swift Purcell Industrial School.
 Lyndale Industrial School.
 Broughton Industrial School.
 Farm Industrial School.
 Pansy Garden (Mama Hall Memorial) Home.
 Rest View Home.
 Wortley Home (for children).
 St. Christopher's Home (for the deaf and dumb).
 Pringle Home (for girls).
 The Jamaica Federation of Women.
 The Kingston Charity Organisation Society.
 The Manchester Charity Organisation Society.
 The Jewish Home.
 The Gray's Charity.
 Boys' Town.
 St. Vincent de Paul Society.
 Verley Home.

There is a Government Milk distribution Scheme and a Lepers' Home at Spanish Town which is financed by Central Government, but managed by the Marist Sisters.

CHAPTER 8—LEGISLATION

THE LAW of Jamaica consists of the Common Law of England, such English Statutes as prior to the enactment of Act I George II, Chapter 1 (Jamaica) were esteemed, introduced, used, accepted or received as Laws of Jamaica, such Imperial Statutes subsequent to the accession of King George II as have been applied to Jamaica either at the time of their enactment or subsequently by Order in Council, and local Statutes, a Revised Edition of the last of which having been promulgated with effect from the 1st day of August, 1939.

The year 1950 was a year of considerably less legislative activity than the year 1949 inasmuch as only thirty-seven Statutes were enacted. These Statutes were:—

- The Tonnage Tax (Amendment) Law, 1950 (Law 1 of 1950)
- The United States Bases (Agreement) (Amendment) Law, 1950 (Law 2 of 1950)
- The Local Forces (Amendment) Law, 1950 (Law 3 of 1950)
- The Industrial and Provident Societies (Amendment) Law, 1950 (Law 4 of 1950)
- The Jury List Validation Law, 1950 (Law 5 of 1950)
- The Mandated and Trust Territories (Construction of Enactments) Law, 1950 (Law 6 of 1950)
- The Jamaica Constabulary Force (Amendment) Law, 1950 (Law 7 of 1950)
- The Supplementary Appropriation (1947-48) Law, 1950 (Law 8 of 1950)
- The Parochial Officers (Special Disciplinary Tribunal) Law, 1950 (Law 9 of 1950)
- The Representation of the People (Amendment) Law, 1950 (Law 10 of 1950)
- The Stamp Duty (Amendment) Law, 1950 (Law 11 of 1950)
- The Bauxite and Alumina Industries (Encouragement) Law, 1950 (Law 12 of 1950)
- The Kingston and St. Andrew Corporation General Election (Postponement) Law, 1950 (Law 13 of 1950)
- The Parochial Boards General Election (Postponement) Law, 1950 (Law 14 of 1950)
- The Special Constables (Amendment) Law, 1950 (Law 15 of 1950)
- The Judicature (Amendment) Law, 1950 (Law 16 of 1950)
- The Agricultural Loan Societies (Amendment) Law, 1950 (Law 17 of 1950)
- The Island Special Constabulary Force Law, 1950 (Law 18 of 1950)
- The Phosphates (Control of Exportation) Law, 1950 (Law 19 of 1950)
- The Cruelty to Animals (Amendment) Law, 1950 (Law 20 of 1950)
- The Financial Secretary and Treasurer and Deputy Financial Secretary and Treasurer (Abolition) and the Financial Secretary and the Accountant General (Creation) Law, 1950 (Law 21 of 1950)
- The Stamp Duty (Bills of Exchange) (Higher Rate) Law, 1950 (Law 22 of 1950)
- The Statistics (Amendment) Law, 1950 (Law 23 of 1950)
- The Kew Factory (Disposal of Canes) Law, 1950 (Law 24 of 1950)
- The British Nationality (Fees and Penalties) Law, 1950 (Law 25 of 1950)
- The Arthur Carlyle Paton (Validation of Acts) Law, 1950 (Law 26 of 1950)

The Appropriation Law, 1950 (Law 27 of 1950)
 The Hotels Aid (Amendment) Law, 1950 (Law 28 of 1950)
 The Artificial Insemination (Animals) Control Law, 1950 (Law 29 of 1950)
 The Hotelkeeper's Liability Law, 1950 (Law 30 of 1950)
 The Lester Laselve Simmonds (Confirmation of Election as Vice-Chairman of the Parochial Board of Saint Mary and Validation of Acts) Law, 1950 (Law 31 of 1950)
 The Education Authority Law, 1950 (Law 32 of 1950)
 The Law Reform (Miscellaneous Provisions) Law, 1950 (Law 33 of 1950)
 The Antibiotics (Amendment) Law, 1950 (Law 34 of 1950)
 The Quarantine Law, 1950 (Law 35 of 1950)
 The Loan (Jamaica Vegetables Limited) Law, 1950 (Law 36 of 1950)
 The Cane Farmers (Incorporation and Cess) (Amendment) Law, 1950 (Law 37 of 1950).
 The Laws of the greatest general interest enacted in the year 1950 were:—

The Bauxite and Alumina Industries (Encouragement) Law, 1950 (Law 12 of 1950), which is designed to facilitate the development in Jamaica of the mining of bauxite and the manufacture of alumina by rendering bauxite and alumina producers eligible for certain specified customs concessions and by making provision for assessment of a notional profit for income tax purposes in cases in which it would be difficult to assess the actual profit from these industries. Provision is also made for securing that development of the bauxite industries shall not occasion avoidable prejudice to the agricultural or pastoral activities of Jamaica.

The Island Special Constabulary Force Law, 1950 (Law 18 of 1950), which makes provision for the establishment of a permanent Special Constabulary Force.

The Phosphates (Control of Exportation) Law, 1950 (Law 19 of 1950), which is designed to ensure that the phosphatic deposits in Jamaica should neither be depleted to an excessive extent by the unrestricted export of phosphates nor remain unworked by reason of the fact that the local demand for phosphates is not in itself sufficiently great to allow of the economic exploitation of these deposits.

The Artificial Insemination (Animals) Control Law, 1950 (Law 29 of 1950), which regulates the practice of artificial insemination of animals.

The Hotelkeeper's Liability Law, 1950 (Law 30 of 1950), which affords to hotelkeepers in Jamaica the same measure of protection as is afforded to innkeepers in England under the Innkeeper's Liability Act, 1863 (Imperial) in respect of loss or damage to chattels belonging to their guests.

The Law Reform (Miscellaneous Provisions) Law, 1950 (Law 33 of 1950), which makes provision similar to that made by sections 1, 4 and 7 of the Law Reform (Miscellaneous Provisions) Act, 1949 (Imperial).

The Quarantine Law, 1950 (Law 35 of 1950), which is designed to introduce into Jamaica the most modern views as to quarantine matters in order to give effect to recent conventions in relation to this subject.

CHAPTER 9—JUSTICE POLICE AND PRISONS

LAW AND COURTS

THE SYSTEM of law in Jamaica is based on the common law of England, on such laws and statutes of England "as were, prior to the commencement of 1 George II Cap. 1, esteemed, introduced, used, accepted or received, as Laws in the Island, save in so far as any such laws or statutes have been, or may be, repealed or amended by any Law of the Island", and on local statutes called Laws.

The Courts of the Island are:—

1. The Supreme Court of Judicature
2. The Resident Magistrates Courts
3. The Petty Sessions Courts
4. Coroners Courts

The Supreme Court, which consists of the Court of Appeal and the High Court of Justice, is a Superior Court of Record and exercises jurisdiction in every type of case, civil and criminal.

The Judges of the Supreme Court are the Chief Justice of Jamaica, a senior Puisne Judge and three Puisne Judges.

The Court of Appeal, which is constituted by three Judges, hears all appeals, civil and criminal, from the High Court and from the Resident Magistrates Courts, as well as appeals from the Grand Court of the Cayman Islands and from the Supreme Court of the Turks and Caicos Islands, and there is also provision for Justices in Petty Sessions to state cases for the opinion of the Court.

Appeals from Justices in Petty Sessions, in tax cases, and from certain statutory bodies are heard by a Judge of the Supreme Court sitting in Chambers.

A Judge of the Supreme Court sitting in a Circuit Court, with a jury, has jurisdiction to try all indictable offences.

Cases of every type come before the Supreme Court from time to time. On the civil side, actions for negligence and matrimonial causes are the most numerous. On the criminal side offences under the Larceny Law which include burglary, housebreaking and all kinds of larcenies predominate.

A Resident Magistrate's Court has jurisdiction:—

- (a) in common law where the amount claimed does not exceed £100, and without limit to the amount of debt or damage claimed where the parties agree that the Court shall have jurisdiction;
- (b) in equity where the amount in dispute does not exceed £200;
- (c) in land disputes where the annual value of the land does not exceed £50;
- (d) in probate and administration where the value of the estate does not exceed £300;
- (e) in bankruptcy where the estate is below the value of £200;
- (f) in criminal matters within the limits set out in the Resident Magistrates Law or where any Law gives jurisdiction to the Court to try any offence.

The Petty Sessions Courts are presided over by the Resident Magistrate if present, or by Justices of the Peace, and exercise jurisdiction in minor offences where jurisdiction is given by statute.

There is a Coroners Court for each parish. It is presided over by the Resident Magistrate, who is *ex officio* Coroner for the parish. The Coroner sits with a jury of not less than seven and not more than thirteen.

The Bar and Solicitors enjoy the same rights as they do in England.

The Attorney General's Department consists of the Attorney General, the Solicitor General, a legal Draftsman and three Crown Counsel.

The Crown Solicitor's Office consists of the Crown Solicitor, the Assistant Crown Solicitor and a Clerk to the Crown Solicitor who is also a Solicitor.

POLICE

The Establishment of the Jamaica Constabulary Force is 39 Gazetted Officers and 1,789 Sub-Officers and Constables, a total of 1,828 personnel. The Force is commanded by the Commissioner with the Deputy Commissioner, the Assistant Commissioner, ten Superintendents, nine Senior Assistant Superintendents and seventeen Assistant Superintendents.

The Island is divided now into five Police Areas, each commanded by a Superintendent. Each Area is sub-divided into Divisions, each under the command of an Assistant Superintendent.

CRIMINAL INVESTIGATION DEPARTMENT

This Department is supervised by one Superintendent, one Senior Assistant Superintendent and an Assistant Superintendent and an Establishment of 91 Sub-Officers and Constables. At Police Headquarters there are the Finger Print Bureau, Criminal Record Office, Modus Operandi Bureau, Photographic Section, and Special Branch.

The de-centralising of authority to Area Control has improved Liaison between Divisions; also, improved police training and increased supervision has stimulated proficiency and helped to raise the standard of crime prevention and crime suppression in the Colony. The revised system of duties and the introduction of Mobile patrols in the St. Andrew Division have had a marked beneficial effect on crime in the Corporate Area of Kingston and St. Andrew.

The decline of the general economic standards and the increase in unemployment, have added to the difficulties with which the Police have to contend. The settlement of squatters in certain rural areas and the expansion of the residential areas and the development of industries, have made it easier for the criminals. The influx of tourists is always a matter for police attention.

The increase of sentences to periods of Police Supervision, and the introduction of a Supervisee Control Scheme has assisted materially in the suppression of preventable crimes (Appendix 'B' of this report clearly indicates the increase in the number of Supervisees since 1948).

The increase in preventable crimes in the Country Parishes (See Section 2 of Appendix 'A') is caused partly by the increased opportunities due to expanding residential districts outside of the Corporate Area, and partly to Habitual Criminals drifting out of the Corporate Area under pretext of looking for employment in industries, such as the Bauxite Mining recently started in the Division of St. Ann and the Textile Factory in the Division of St. Catherine.

The decrease in some classes of crimes in the Corporate Area is noteworthy (See section 1 of Appendix 'A').

The overall increase in preventable crimes is 67 or 1.13% over the total of these crimes for 1949.

The sustained police effort in suppressing the traffic in Dangerous Drugs (particularly Ganga) is proving successful.

IMMIGRATION, PASSPORTS AND ALIENS BRANCH

The Chief Immigration Officer being the Commissioner of Police, this Branch is staffed by a Superintendent and seven sub-Officers with a number of Civil Servants.

TRAFFIC AND TRANSPORT BRANCH

A Superintendent is in charge of this Branch with two Assistant Superintendents and 277 Sub-Officers and Constables. The enforcement and observance of the provisions of the Road Traffic Law and Regulations are the major functions of this Branch. Specially selected candidates have been instructed in Radio communication.

POLICE TRAINING SCHOOL AND DEPOT

All recruits to the Force receive their initial training at this establishment. The syllabus includes instructions in Law, Police duties and a certain amount of Military training. The recruits, on passing out, are posted to Divisions where they receive further instructions on Police duties and are required to sit for qualifying examinations. Men with a good standard of education are selected as trainees.

Refresher Courses for Sub-Officers and Men were held during the course of the year.

A Motor Driving School is also at this establishment.

WATER POLICE

The patrolling of Kingston Harbour and Waterfront are the duties of this Branch. A decrease of crime and smuggling has resulted since additional motor craft for patrolling were delivered in the Colony and since a special squad of foot patrol men have operated.

WOMEN POLICE

The result of the experiment of women on police duties has justified its establishment. Women Police are better able to deal with cases involving rape and indecency, and offences concerning children than most male police. The number has been increased to nine on the Establishment of the Force.

AUXILIARY FORCES

This is divided into four groups as follows:—

The Rural Police—

This is comprised of District Constables and Special District Constables who for the purpose of discipline, are under the command of Divisional Police Officers. They are appointed by the Commissioner of Police and perform duties similar to the regular Police, and their powers of arrest are identical.

District Constables are paid from public funds. Special District Constables, who are employed by private citizens for the protection of their property, are paid by their employers.

This body is constituted under the provisions of the District Constables Law, Chapter 131 of the Revised Laws of Jamaica.

The Island Special Constabulary—

This Force came into being in 1950. It was organised on similar lines to the Police Force with its own Officers and Sub-Officers. A section is attached to each Division. Drills, lectures and instructions in Police duties are held fortnightly. A high standard of discipline and efficiency is aimed at, and only well recommended men are enrolled.

Parish Special Constables—

This Force is recruited only in times of emergency, riot, tumult or serious felony.

Authorised Persons—

These persons, with powers to arrest persons suspected of praedial larceny or unlawful possession of agricultural produce and crops, are appointed by the Commissioner of Police. Their purpose is to assist in reducing the incidence of praedial larceny. They are paid from public funds for actual duty performed.

APPENDIX 'A'

SECTION 1

CORPORATE AREA

Crime	1948	1949	1950	Increase over 1948	Increase over 1949	Decrease over 1948	Decrease over 1949
Burglary ..	570	426	458	..	32	112	..
Housebreaking ..	252	181	215	..	34	37	..
Larceny, dwelling ..	1,068	935	725	..	..	343	210
Shopbreaking ..	259	348	320	61	..	..	28
Larceny, Person and Robbery ..	583	754	628	45	..	..	126
Larceny, Vehicles ..	334	302	367	33	65	..	..
Cycle Stealing ..	569	473	491	..	18	78	..
Totals ..	3,635	3,419	3,204	139	149	570	364

Total Decrease from 1948 = 431 or 11.86%

Total Decrease from 1949 = 215 or 6.29%

SECTION 2

COUNTRY PARISHES

Crime	1948	1949	1950	Increase over 1948	Increase over 1949	Decrease over 1948	Decrease over 1949
Burglary ..	218	321	290	72	..	..	31
Housebreaking ..	630	589	754	124	165	..	..
Larceny, Dwelling ..	391	404	458	67	54	..	..
Shopbreaking ..	563	592	619	56	27	..	..
Larceny, Person and Robbery ..	70	94	120	50	26	..	..
Larceny, Vehicles ..	84	105	119	35	14	..	..
Cycle Stealing ..	256	310	337	81	27	..	..
Totals ..	2,212	2,415	2,697	485	313	..	31

Total Increase from 1948 = 485 or 21.93%

Total Increase from 1949 = 282 or 11.7%

SECTION 3

COLONY TOTAL

Crime	1948	1949	1950	Increase over 1948	Increase over 1949	Decrease over 1948	Decrease over 1949
Burglary ..	788	747	748	..	1	40	..
Housebreaking ..	882	770	969	..	199	87	..
Larceny, Dwelling ..	1,459	1,339	1,183	..	..	276	156
Shopbreaking ..	822	940	939	117	..	..	1
Larceny, Person and Robbery ..	653	848	748	95	..	..	100
Larceny, Vehicles ..	418	407	486	68	79	..	..
Cycle Stealing ..	825	783	828	3	45	42	..
Totals ..	5,847	5,834	5,901	283	324	445	257

Total Increase from 1948 = 54 or .98%

Total Increase from 1949 = 67 or 1.13%

APPENDIX 'B'

Released on Supervision		Disposal during 1950	
1948	7	Supervision expired	10
1949	62	In Prison ..	54
1950	141	Active ..	146
Total	210	Total	210

PENAL ADMINISTRATION

Prison administration is under the control of the Director of Prisons assisted by a staff consisting of three Superintendents and 434 others.

There are four prisons, namely:—

- (1) The General Penitentiary;
- (2) The St. Catherine District Prison;
- (3) The Richmond Farm Prison; and
- (4) Hill Top.

Except for Hill Top, which is under the supervision of an Overseer, each of these Prisons is under the control of a Superintendent.

The *General Penitentiary*, which is situated on the Kingston waterfront, has two Divisions—the Male and the Female. The Male Division is intended for prisoners with previous prison records serving sentences of *over six months*. Awaiting trial and Remand prisoners are also located there in a special wing. Work done by prisoners includes domestic duties (cooking and cleaning), baking, carpentry, furniture-making, tinsmith-work, quarrying for limestone and the manufacture of lime, plumbing, mat and mattress making and masonry. The Female Division provides accommodation for all female prisoners, as well as debtors, and those awaiting trial. Its inmates are occupied in the making and laundering of linen and clothing for Government Departments and the Public Hospitals in Kingston. Selected prisoners attend sewing classes arranged by a number of voluntary helpers and the proceeds from the sale of their work are used to assist them on discharge.

During the year under review a hut was been erected which forms an association ward housing about 70 male prisoners. Swamp reclamation work has been undertaken in the area of the Palisadoes Airport. By the end of the year about 15 acres had been cleared and filled. There is still serious over-crowding in the General Penitentiary, due to the ever increasing rise in the Prison population. This will be seen by perusal of figures given below.

The St. Catherine District Prison comprises a 200-acre prison farm and is situated near Spanish Town. At this prison adult male prisoners, irrespective of length of sentences, who have not previously served a prison sentence, and short term adult prisoners with sentences of up to and including six months are confined. All Juveniles and Young Prisoners are first sent to the St. Catherine District Prison. First offenders and Young Prisoners are classified either for Richmond Farm Prison, Hill Top or to remain at the District Prison.

Construction is proceeding on the new dormitory and lunch room for the Subordinate Staff. Accommodation is being provided for prisoners receiving visits. A separate reception block for admissions is also nearing completion.

Production of the Farms is being improved and in this connection a tractor and a rice huller have been added to the agricultural equipment.

Tamarinds Farm. Up to the present it has not been possible to bring this new partly completed Prison into use, due principally to the failure to get electric current and water supplies to the buildings. This prison when in use will help to relieve the serious congestion which exists in the two larger prisons, and will also make possible the complete segregation of first offenders from recidivists.

Richmond Farm Prison, comprising approximately 400 acres and situated near the town of Richmond in the Parish St. Mary, was established in 1944 with funds provided under the Colonial Development and Welfare Act. The Scheme under which this farm was established has now come to an end and the prison is financed from funds provided by the local Government. The purpose of this prison is to provide training in agricultural and farm work for specially selected prisoners, with a view to fitting them to become competent farm workers on the expiration of their sentences. This represents the first local attempt at segregation by character of the prisoner and a departure from the usual practice of surrounding a prisoner with physical restrictions. From 1944, when the first twelve prisoners were transferred to Richmond Estate to live in the Great House, steady progress has been made in developing the scheme.

During the year under review the prison muster was increased to a daily average of 234.

The following illustrates the work done by Prisoners in the varied aspects of agricultural training, viz.:—sawing lumber, malarial control, wire-fencing, repairing roads, shoeing of mules and repairing carts, dairy farming, poultry keeping, bee-keeping, and the planting and propagation of bananas immune to Panama Disease, spraying bananas, cultivation of sugar cane, sweet potatoes, cocones and cassava.

Recreation and education are not neglected. Cricket matches are played regularly between prisoners and local clubs; staff takes part in the games. School classes are held in the evening after work.

Buildings

During the year the building for housing the offices of the Superintendent, the Senior Overseer, and the Clerk was completed. The work

was carried out entirely by prison labour. This addition has now made it possible to relieve the congestion in the stores. The old clothing store has been remodelled, and is being used as a gate office with a recreation room for the members of the Subordinate Staff. A piggery, which stands at the Farm Centre, will soon be completed and ready for use.

Agriculture

As all the level land has been put into cultivation, work has been started on the hilly lands. This has resulted in the increasing of acreage under cultivation, as approximately 20 acres of virgin soil have been prepared and cultivated. Although there have been losses due to drought and flood more foodstuff is being produced than heretofore and surplus supplies are being sent to other prisons.

Hill Top. This Prison for Juveniles was opened in February and has been financed by funds provided under Colonial Development and Welfare Scheme D 1275. The Prison occupies an area of 11 acres of land near the village of Bamboo in the parish of St. Ann. The land was originally leased to the United States Government and used as a look-out post. On the 9th of February, 1950, 12 Juvenile Prisoners together with an Overseer, and a small staff were moved to Hill Top land commenced the repairs of the dilapidated building. By the end of the year five buildings, comprising, (i) Quarters for the Overseer in charge, (ii) Officers' rest room, Hospital Ward, store-room and dining room, (iii) Dormitory, including bath-room, for the Juvenile Prisoners, (iv) Kitchen, (v) Shed, for use as work-shop and garage, had been completed by the efforts of the boys under direction of the Warders. Another dormitory was approaching completion. Electric lighting was installed.

By the end of the year there were 67 boys in residence. When the new dormitory is completed it is hoped to be able to house about 75 to 80 boys. The basis of training is reformatory rather than punitive.

The staff consists of an Overseer, and Subordinate Staff of 12 Warders, several of whom have special knowledge of cooking, agriculture, and carpentry. Provision has been made for a Matron—a certified general nurse—to be seconded from the Medical Department. The appointment will be made early in 1951. The establishment received a setback due to the death of the Overseer who had been transferred from the General Penitentiary at the inception of the scheme. On the whole progress has been satisfactory and consolidation is now being emphasized.

Prison Population. Attention is drawn to the continual rise in the number of commitals to prison in the last ten years:—

1940-41	..	..	..	3,761
1941-42	..	..	..	3,244
1942-43	..	..	..	4,112
1943-44	..	..	..	4,303
1944-45	..	..	..	4,134
1945-46	..	..	..	4,758
1946-47	..	..	..	4,933
1947-48	..	..	..	5,115
1948-49	..	..	..	5,487
1949-50	..	..	..	5,824

The number of prisoners in the prisons in 1950 was as follows:—

	On 1.1.50	On 31.12.50	Daily Average
<i>General Penitentiary</i>			
Males	1,207	1,218	1,152
Females	92	109	106
<i>St. Catherine District Prison</i>			
Adults	685	829	778
Young Prisoners	126	83	96
<i>Richmond Farm Prison</i>	223	260	234
<i>Hill Top (9.2.50)</i>	(12)	67	44
	<hr/> 2,333	<hr/> 2,566	<hr/> 2,410

Approximately 38% of the number of prisoners received in the General Penitentiary were on their fifth or more conviction and about 82% were sentenced to serve from nine months to three years. Of the female prisoners about 58% were admitted on first conviction and 70% were sentenced to serve less than six months.

Approximately 54% of the prisoners received in the St. Catherine District Prison were first convictions, and 66% were sentenced to less than six months.

Medical Attention. The health of the staff and prisoners is the responsibility of three Medical Officers and three dispensers. The Matron, who is to be stationed at Hill Top in 1951, will be a qualified General Nurse. Nine Warders have been trained by the Medical Department, and are now attached to the Prison Hospitals for duty.

Recreation and Education. The facilities for recreation in these prisons, with the exception of the Richmond Farm and Hill Top Prisons, are limited: games being provided principally for the Juveniles. There are two qualified Schoolmasters on the staff of the Department—one at the General Penitentiary, the other at the St. Catherine District Prison. The Overseer in charge of Hill Top is a certified elementary school-teacher. At this prison the boys are taught elementary subjects—reading, writing, arithmetic, agriculture, carpentry and tailoring.

Religious Services. Religious services are held regularly each week in all prisons. The boys at Hill Top on Sundays attend services in the local churches.

Visiting Committees. There is a Visiting Committee appointed by the Governor, for each Prison.

Prisoners in Lock-Ups. In addition to the prisoners confined in the prisons, persons serving very short sentences (i.e. up to ten days) or held pending trial, are confined in lock-ups at Head Stations of the Constabulary in the Island.

CHAPTER 10—PUBLIC UTILITIES

WATER SUPPLIES

THE WATER supply of the Corporate Area of Kingston and St. Andrew is the responsibility of the Water Commission (Corporate Area). Water is derived from nine different sources, namely: two gravity supplies, the Hope River and the Hermitage Reservoir which impound the Wag Water and Moresham Rivers and finally seven Deep Well pumping plants.

The Pumping Stations are the Long Mountain Well, Montgomery Corner Well, Race Course Well, Trench Town Well, Oakland Road Well, Forest Hills Well and Rennock Lodge Well. They have a normal combined capacity of approximately 12 million gallons per day. All are operated by electrically driven Deep Well Turbine Pumps.

The gravity sources of supply are treated at four purification centres, namely: Sea View, Constant Spring, Hope and Cavaliers. The first two are modern rapid gravity filter plants, while the latter are equipped with slow sand filters. The combined filtration capacity is nominally 15 million gallons per day. In addition to filtration all water is sterilized by a chloramination system. Daily bacteriological samples are examined in the Commission's Laboratory from all sources in operation. Further independent examinations are also made on behalf of the Medical Officer of Health by the Government Pathologist.

Under normal conditions over 90% of the demand is met from the gravity sources of supply but in periods of drought when the stream flow diminishes the pumping plants are brought into operation to make up the deficiency. The daily average consumption is approximately 16 million gallons but this increases to close upon 20 million in exceptionally dry weather. A 24-hour per day service is maintained under all conditions.

Water is distributed through approximately 330 miles of mains to some 21,500 ratepayers. The total estimated population served is 215,000. About 50% of the service pipes are metered, there being approximately 11,000 water meters installed at the present time. In addition, the Commission maintains a total of 1,600 Fire Hydrants and five under-ground reserve tanks for fire service in the Commercial Area of the city.

The water-borne Sewerage System in Commercial Kingston is also operated by the Water Commission. The system comprises 52 miles of main and intercepting sewer lines. The Sewerage System is divided into three zones, namely: the high, mid and low level areas. The high and mid level zones drain to two Disposal Works where the sewage is treated in sedimentation and sludge digestion plants and the clarified effluent discharged into Hunt's Bay. The low level zone drains to an electrically operated pumping station, with diesel driven standby plant, whence the sewage is pumped out into the open sea beyond the eastern end of Kingston Harbour. An average of 5½ million gallons of raw sewage is disposed of daily from a daily total of nearly 6,000 sewered premises.

ELECTRIC LIGHT AND POWER

Electric light and power in the Colony is supplied by private Companies under Licence, the largest of which is the Jamaica Public Service Company, Limited.

Jamaica Public Service Company, Ltd. supplies electric light and power to the Corporate Area of Kingston and St. Andrew, and through

a system of high tension transmission lines aggregating over 250 miles, extends a similar service to the towns of Spanish Town, Bog Walk, Riversdale, Linstead and Old Harbour in the parish of St. Catherine, to the towns of May Pen and Four Paths in the parish of Clarendon and to the towns of St. Ann's Bay, Brown's Town, Bamboo, Ocho Rios, Oracabessa, Port Maria, Runaway Bay and Discovery Bay in the parishes of St. Ann and St. Mary. Additional service is also provided for irrigation works in the parishes of St. Catherine and Clarendon, where considerable development is taking place in the sugar industry and other industrial enterprises, including the Textile Factory and the Tobacco and Citrus projects in St. Catherine.

The Company also supplies from individual Diesel plants a light, power and ice service to the towns of Montego Bay and Port Antonio, and a light and power service to the towns of Falmouth, Lucea and Black River.

The Company owns and operates a steam power station in Kingston totalling 13,000 H.P., a hydro-electric station at Bog Walk totalling 1,500 H.P., a hydro-electric station on the Upper White River in St. Ann of 5,250 H.P., a hydro-electric station on the Roaring River in St. Ann of 5,750 H.P. and has under construction a second hydro-electric station of 7,500 H.P. on the Lower White River which is scheduled for completion by the end of 1951. The Diesel plant at the former U.S.A. Base at Vernam Field has been taken over from the Jamaica Government on a 20-year lease, with a view to augmenting the generating capacity of the Company's system, with particular reference to the Government sponsored Mid-Clarendon Irrigation Scheme.

A further addition of a 13,500 H.P. unit is now being engineered for the Company's steam station in Kingston, and is expected to be in operation by the end of 1952. Orders for equipment have been placed in the United Kingdom.

In addition to the activities of the Jamaica Public Service Company, Limited, the following townships and their environs are served with electric light and power by small private Companies or individuals, under license, the supply being locally generated:—

- (a) Mandeville, Williamsfield, Christiana and Spaldings in the parish of Manchester;
- (b) Savanna-la-Mar in the parish of Westmoreland;
- (c) Morant Bay in the parish of St. Thomas.

Some Sugar Estates and Commercial Undertakings also operate electrical generating stations for power supply to their respective factories.

Broadcasting

On the 1st of May the radio broadcasting Station which had been previously operated by Government was taken over by The Jamaica Broadcasting Company Limited, operating under the exclusive licences granted to the Company in November, 1949, and on Sunday, 9th July, the Company began commercial broadcasting.

The hours of broadcasting were extended from the previous five hours a day schedule, and by the end of the year, some twelve hours per day of broadcasting was taking place. New transmitters and aerial systems were built and put into operation, giving island-wide coverage, these transmitters working on frequencies of 4.95 mcs. in the short-wave band and on 880 kcs. in the medium wave band. In the latter part of the year some difficulties were experienced in achieving good reception in outlying districts, but after exhaustive experiments, the

Company applied for and was granted permission to use a frequency of 3.36 mcs. in the short-wave band from 4.00 p.m. onwards. This frequency was very well received in country districts.

The construction of new studios was also begun by the Company. These, when completed, will be of the most modern type, fully air-conditioned and equipped for all types of broadcasts.

As a result of these activities, considerable recruiting and expansion of staff took place and is continuing, and opportunities are being created for the encouragement and employment of local artists and other types of talent.

Co-operation between the Company and Government has resulted not only in the regular use of time on the air for Government broadcasts under the terms of the Agreement and the franchise granted to the Company, but also in a considerable number of other broadcasts in the public interest.

At the end of August a Broadcasting Officer, seconded from the B.B.C. under a Colonial Development and Welfare Scheme, arrived to advise government on the best use of the time reserved by government on the air. At present this is limited to 15' per night (9.15-9.30 p.m.) but will increase to 10% of air time when the new studios are completed in 1951.

CHAPTER II—COMMUNICATIONS

Shipping

The volume of shipping remained at a high level during the year 1950.

There is a regular passenger service between Jamaica and the United Kingdom, but none between Jamaica and the United States, Canada and Central America, travel to these places being mostly by air.

CIVIL AVIATION

There has been, during the year 1950, a rapid increase in civil aviation activities, and Palisadoes and Montego Bay Airports were utilised by all airlines operating between Jamaica and other countries.

As is known, civil aviation activities in Jamaica and its Dependencies are under the control of the Director of Civil Aviation, who is also Director General of Civil Aviation, British Caribbean Area.

During the year, 8 scheduled commercial airline companies operated through Jamaica. These were—

- British Overseas Airways Corporation
- British West Indian Airways, Limited
- Caribbean International Airways, Limited
- Trans-Canada Air Lines
- Pan American World Airways, Incorporated
- Chicago and Southern Air Lines, Incorporated
- K. L.M. (Royal Dutch Airlines)
- Avianca Airlines (an affiliate to Pan American World Airways, Inc.)

In addition to the foregoing scheduled operations, there were 25 non-scheduled airlines operating between the United States of America and South America which utilised the Palisadoes Airport. These were mainly American, Columbian and Venezuelan airlines.

There were 3,270 flights by scheduled commercial aircraft, 1,573 flights by non-scheduled commercial aircraft, 1,387 flights by private and military aircraft—making a total of 6,680 flights for the period 1st January, to 31st December.

In addition to these flights through Palisadoes Airport, there were 1,064 flights through Montego Bay Airport, making a total of 7,744 flights into the island from various countries. This figure represents an increase of approximately 25% over the operations in 1949 and give some indication of the rapid growth of air traffic through the island.

During the 11-month period, 1st January to 30th November, there were 24,702 landing passengers, 26,811 embarking passengers and 36,684 intransit passengers travelling by the various airlines utilising the Government-owned Airports, Palisadoes and Montego Bay.

During the same period, airlines carried 284,742 lb. of mail and 2,735,265 lb. of freight.

In addition to the two main airports operating in Jamaica the Civil Aviation Department is responsible for alighting areas at Grand Cayman, Little Cayman and Cayman Brac; the last mentioned, however, can only be used when the prevailing wind is from the south. Further, a small landing strip is being constructed in Turks Island, but it is at present usable by light aircraft. In South Caicos a landing strip was available to aircraft for purposes of emergency.

The Kingston Oceanic Air Traffic Control Centre and the Seventh Regional Notam Centre at Palisadoes, provided air traffic control services to all aircraft within or passing through the control area. During the latter part of the year this centre was made responsible, under International Civil Aviation Organisation's ruling, for a Flight Information Region.

The Government Aeronautical Radio Station (MRX) and the Pan American Radio Station (ZET) at Palisadoes Airport, both of which provided air/ground, point-to-point and meteorological communication services for aircraft, were taken over by Messrs. International Aeradio (Caribbean) Limited on the 1st of July, 1950.

With the ever-increasing air traffic, it is apparent that Jamaica will have to improve her Airport facilities, and serious consideration is now being given to this matter.

RAILWAY

The Jamaica Government Railway is 207½ miles in length and traverses the Island in two main lines and three branch lines as under:—

Main lines		Miles
Kingston to Montego Bay	.. ..	112½
Spanish Town to Port Antonio	.. ..	63½
<i>Branch lines</i>		
May Pen Junction to Frankfield	.. ..	23
Bog Walk to Linstead	.. ..	3
May Pen to Fort Simonds	.. ..	5½
		<hr/> 207½

Revenue for the Calendar year ending 31st December, 1950, was approximately £335,772 and Expenditure approximately £702,048.

Business throughout the year was kept at a fairly high level, with the result that 20,000 tons more were hauled for the period under review compared with the previous year of 1949. In this connection it is pleasing to be able to record an increase both in the number of passengers and in revenue, being more than double the records in pre-war years when motor competition was much less than today. This is a very gratifying achievement seeing that the fare basis of 1d. per mile second-class is still the same as the pre-war level. Passenger revenue was approximately £65,000 as against £25,000 in 1938. It is anticipated that the diesel rail passenger coaches on order since September, 1948 will shortly be delivered in the Island and thus afford an opportunity of introducing a more speedy and comfortable service for the travelling public, apart from the economical working which these new units are expected to give.

Banana traffic showed a slight increase and the results would perhaps have been better still but for the set back in October, when flood rains swept over the Island causing damage to cultivations. The outlook for the future, however, is still promising, because of expansion in planting of the "Lacatan" variety.

Cane traffic also revealed a slight increase and due to the centralizing of Raheen canes at Appleton Factory and new cultivations at Agualta Vale which will go to the Gray's Inn Factory, it is anticipated that in the coming year there will be a still further increase in the haulage of this traffic.

The three Railway piers have been kept very busy and wharfage earnings should reach £40,000 approximately.

Negotiations with different Firms for establishing new industries either on Railway lands or on premises adjacent thereto—namely:—

Citrus Growers Association's Factory, Bog Walk,
 Alumina Factory near Kendal,
 Colonial Development Corporation Cold Storage, Kingston.
 Maycrete Tile Factory, Spanish Town and
 The paper factory at Port Antonio.

should be the means of bringing new business to the Railway. In the case of the two former, traffic has already commenced to pass. The hope is entertained, therefore, that the Railway will still continue to play a great part in the economy of the Island, but soaring prices for fuel and materials, arising from world conditions, are a serious handicap to a better financial net result.

ISLAND TRAFFIC AUTHORITY

There were 18,147 vehicles registered during the year ending 31st March, 1950. This represents an increase of approximately 1,500 over the same period ending 31st March, 1949. Of the total figure given above 10,824 vehicles are registered in the Corporate Area and this has, together with the re-routing of 'buses in lower Kingston, aggravated the parking problem in the commercial sections of the city.

The question of additional public parking space is now receiving consideration.

Approximately 140 'buses ply between Kingston and various rural areas in addition to trucks which are of great assistance to small agriculturists in conveying their produce to markets.

There were 2,309 accidents during the period under review or 245 less than the previous year but twenty-one more people died as a result of these accidents.

POSTAL SERVICES

There are 311 Post Offices and 89 Postal Agencies in Jamaica, of which 244 are Telegraph and Telephone Stations, and 179 are Branches of the Government Savings Bank.

Money Order service is limited to the Capital and important towns in each parish. The number of offices in operation is 16.

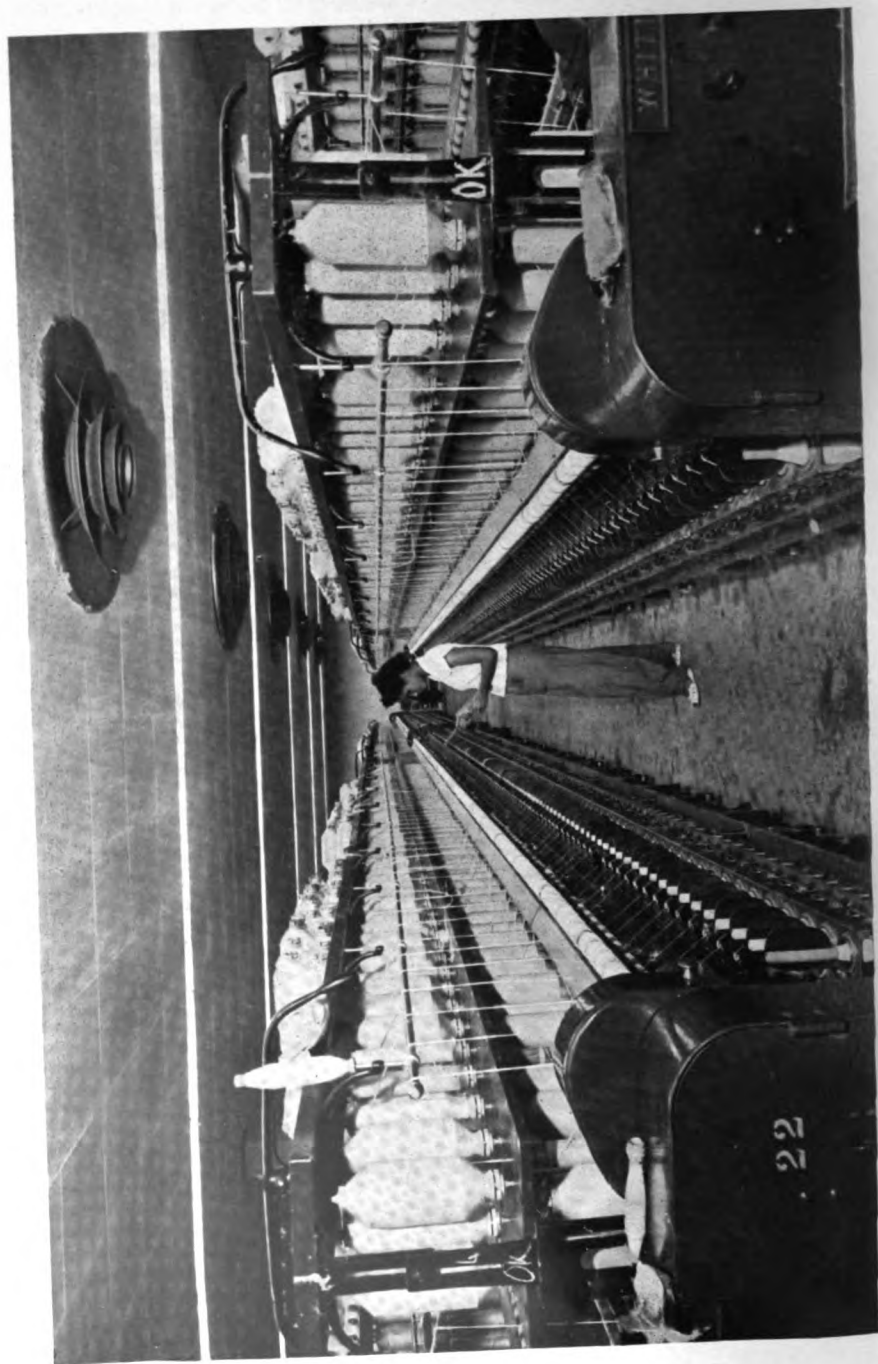
The inland mails are transported by the Jamaica Government Railway, private contractors, and the Public Works Department. The daily mileage covered is as follows:—

Jamaica Government Railway	604
<i>Private Contractors</i>	
By Motor Vans	1,322
“ Boat	12
<i>Public Works Department</i>	
By Foot-couriers	2,184
“ Animals	76
“ Bicycle	9
	<hr/> 4,207

<i>Steamship (Overscas)</i> Incoming Mails	Origin	Frequency
Elders & Fyffes Ltd.	Great Britain, Europe, Asia, Africa	Weekly
Royal Mails Lines	do.	Irregular
Standard Fruit Company	do.	Once per month
Jamaica Fruit & Shipping Company	do.	Twice per month
Alcoa Steamship Company	British West Indies, U.S.A.	Fortnightly
Kirkconnel Brothers	Turks Island	Monthly
Cayman Islands Motor Company	Cayman Islands and British Honduras	Monthly
Canadian National Steamship Company	Canada, Nassau, Bermuda	Fortnightly



GATHERING SEEDLESS ORANGES



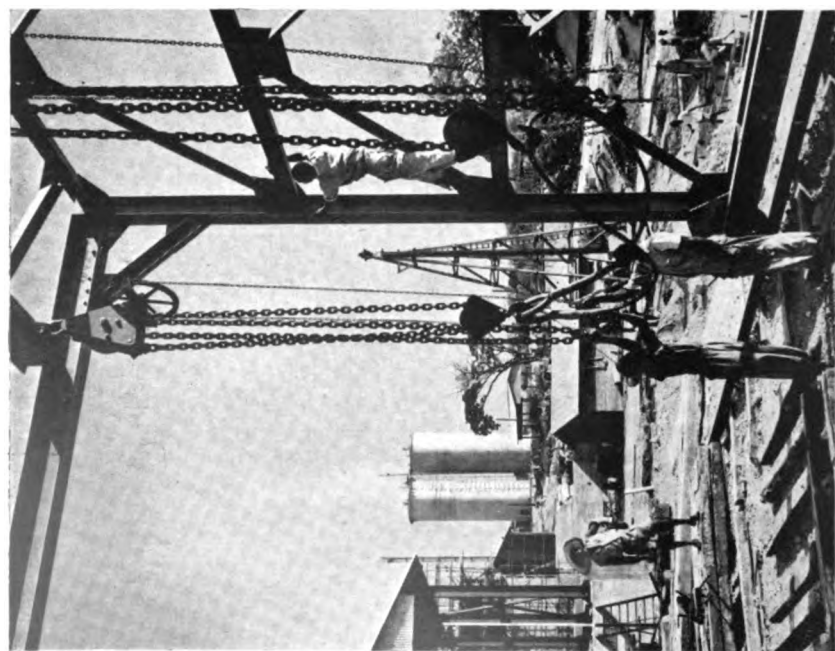
NEW TEXTILE FACTORY NEAR SPANISH TOWN



BUNGALOW UNITS ON THE TRENCH TOWN ESTATE, PART OF
JAMAICA'S REHOUSING PLAN



BAGS, SHOES AND HATS OF RAFFIA BEING MADE AT A COM-
MUNITY CENTRE MAINTAINED BY THE JAMAICAN SOCIAL WELFARE
COMMISSION



CEMENT FACTORY IN COURSE OF CONSTRUCTION
NEAR KINGSTON



SPREADING FERTILISER BY HAND ON A SUGAR
ESTATE

<u>Outgoing Mails</u>	<u>Destination</u>	<u>Frequency</u>
Elders & Fyffes Ltd.	Great Britain, Asia, Europe, Africa	Weekly
Royal Mails Lines Ltd.	do.	Irregular
Standard Fruit Company	do.	Once per month
Jamaica Fruit & Ship- ping Company	do.	Twice per month
Alcoa Steamship Company, Inc.	U.S.A., Nassau, Bermu- da, Cuba, Haiti, Canada	Fortnightly
United Fruit Company do.	do. Central & South America, Australasia, Costa Rica	Irregular Fortnightly
Alcoa Steamship Company Inc.	British West Indies, Dutch West Indies	Fortnightly
Kirkconnel Brothers	Turks Islands	Monthly
Cayman Islands Motor Boat Company	Cayman Islands, British Honduras, Rep. of Honduras	Monthly
Canadian National Steamship Company	Canada	Fortnightly

Air Services

The following Companies operate air services through Jamaica carrying mails.

P.A.A.—

To the North, Central and South American Continents—daily services.

K.L.M.—

To North America, Venezuela, Dutch West Indies and Dutch Guiana—five services per week.

B.W.I.A.—

To British West Indian Islands—four flights per week. To British Honduras—once per week. To Venezuela—twice per week. To Miami, Fla.—three times per week.

B.O.A.C.—

To South America and to Europe via Nassau—three flights per week

C.I.A.—

To Cayman Islands—a weekly service.

TELECOMMUNICATIONS

Telegraph and Telephone Service—

The Government Post and Telegraphs System was inaugurated in 1879 with a complement of 47 offices. There are now 244 Telegraph and Telephone Stations. Wireless sets are in use at Kingston, Montego Bay, Savanna-la-Mar, St. Ann's Bay, Brown's Town and Malvern.

To augment the service, Teleprinter system was instituted on 21st December, 1948. Teleprinter machines are installed in Kingston, Myrtle

Bank, Halfway Tree, Cross Roads, Port Maria, St. Ann's Bay, Ocho Rios, Spanish Town, Port Antonio, May Pen, Mandeville, Christiana, Montego Bay, Falmouth, Whitesands Beach, Windward Road, Morant Bay, Golden Grove. The charge for inland telegrams is 1/- for the first 12 words, and a halfpenny for each additional word. Press telegrams are granted a special rate of approximately half the above charges. An all-night, Holiday and Sunday Telegram Service is provided on payment of graduated fees.

Overseas cables are transferred to and from Messrs. Cable and Wireless, being handled over the inland Telegraphs.

The Cable Companies amalgamated in 1936, and in 1937 changed its title to "Cable and Wireless (West Indies) Ltd.", which remains a subsidiary of Cable and Wireless Ltd. Direct circuits are operated from Kingston to Turks Island, Bermuda, Barbados and Halifax, N.S.

At Halifax, semi-automatic retransmission is provided to Montreal and London, providing a virtually direct circuit from Kingston to both places. The system also provides direct circuits to Santiago, Cuba; Havana, Cuba; and New York City, also to San Juan and Ponce, Puerto Rico.

An Overseas Radio Telegraph Service is in operation, service being available to:—

United States of America
Canada
Cuba
Mexico
Bahamas
Puerto Rico
United Kingdom

Ship Shore Service—Continuous watch is maintained for ships, and traffic is exchanged on medium and short waves on schedule, providing a means of communication up to a distance of 2,000 miles or more from Kingston. In addition Aeronautical Radio Stations are maintained and operated by International Air Radio which provides communication in connection with Civil Aviation.

PUBLIC WORKS DEPARTMENT

There are 2,605 miles $73\frac{1}{2}$ chains of main roads in the Island, of which $693\frac{1}{2}$ miles are asphalted, the remainder being of water bound macadamised surface.

It is anticipated that, during the year under review, the expenditure on maintenance of main roads, including maintenance of the 669 bridges and numerous culverts and 4,328 Public Buildings, will be in the vicinity of £562,104, including £119,000 for Flood Damage Repairs; and that the expenditure for the construction of Public Works Extraordinary and Minor Works, which includes works under the Ten Year Development Plan, consisting of improvements to roads, bridges, buildings and Colonial Development and Welfare Schemes, will be in the vicinity of £667,154.

CHAPTER 12—LITERATURE, ARTS, ETC.

INSTITUTE OF JAMAICA

THE INSTITUTE of Jamaica was founded in 1879 for the "encouragement of Literature, Science and Art". Today the Institute is a cultural centre comprising a General Lending and Reference Library; two Junior Centres; a West India Reference Library; a Science Department including a Natural History Museum and Reference Library; History; Art and Exhibition Galleries for Arts and Crafts; and a Lecture Hall. Also under the administration of the Institute are the Colonial Archives (situated at Spanish Town), and the DaCosta Institute in Kingston Gardens.

The General Library is open from 9.00 a.m. to 8.00 p.m. on week days. There is a book stock of approximately 28,000 volumes. The membership fee is 5/- per annum. A free postal service is maintained for members in the country parishes. During 1950 approximately 180,000 books and periodicals were lent by the Library. Reading tables for members are provided in the library, where a selection of British and American Magazines and newspapers is available. A reading table for non-members is also provided.

The West India Reference Library continues to serve as the recognised source of information in the Western hemisphere for all engaged in historical research on the Caribbean area. This collection of books, pamphlets, newspapers, manuscripts, maps, plans, engravings, portraits and clippings, was established through the devoted and untiring efforts of Mr. Frank Cundall, Secretary and Librarian of the Institute from 1891 to 1937. There are over 17,000 items in the collection dealing with Jamaica and other West Indian Islands, British Guiana, British Honduras, adjacent Central American countries, and West Africa.

Among the more recent research projects pursued in the library 1950 were those carried out by Mr. Charles E. Peterson of the United States National Park Service on early West Indian architecture; Professor and Mrs. J. G. Moore of North-western University, who carried out research into the culture of the people of Jamaica; Miss Mabel Caravan of Altadena, California, on West Indian History; and Mr. Paul Redwood of Columbia University, New York, on the "History of Land Settlement in Jamaica 1833-1949".

The files of Jamaican newspapers occupy a considerable section of the library and have proven invaluable to researchers. This section of the library is very extensively used. As the West Indies become more important in the Western Hemisphere, it is certain that the West India Reference Library will become better known and more fully appreciated.

The Science Department occupies the ground floor and the eastern half of the basement in the Museum building. A large exhibition gallery is devoted to plants and animals, and the exhibits give a comprehensive survey of the plant and animal kingdoms, using Jamaican examples to illustrate the various groups, and to explain biological principles. This gallery was opened to the public in 1945, before the new Science Department had built up its study collection. More recently these collections are being developed with the assistance of many scientists abroad.

Visiting scientists are coming frequently to Jamaica making their headquarters at the Museum while conducting field studies in the Island. The Museum always offers its facilities and assistance to visiting scientists in return for their information, advice, and a share of their collections. Many research workers came to Jamaica during 1950: Dr. Harlow B. Mills, Chief State Natural History Survey Division of Illinois, whose primary interest was in a group of primitive and minute insects of the order Collembola. Dr. Mills also collected large samples

of small insects by means of a special apparatus called a Berlese funnel. These samples are now being studied by many specialists, and have already proven to be filled with previously unknown species. Dr. Max Hecht and Mrs. Bessie Hecht, herpetologists associated with the American Museum of Natural History in New York, spent six weeks in the Island conducting a herpetological survey. Associated with them were Dr. Ernest Williams, zoologist of Harvard University and Dr. Karl Koopman of New York, a mammalogist who was particularly interested in bats. Dr. Hecht and Dr. Williams are undertaking a study of fossil and semi-fossil vertebrates from cave deposits in Jamaica. Dr. Richard Howard, botanist of Harvard University, spent a short time in Jamaica collecting material for his West Indian survey of the genus of plants *Coccoloba*. Mr. Bernard Heineman of New York continued his researches on the butterflies of Jamaica. Mr. H. W. Woolsey of Kent, Connecticut, continued his studies of marine mollusca.

Dr. Oscar Alcalde Ledon of Cienfuegos, Cuba, a specialist in land mollusca, returned for a second period of field work in Jamaica, accompanied by Dr. Fernando de Zeyes, entomologist for the Cuban Government. All of the research workers have greatly assisted the Museum with information, and in the development of its collections. Many of these people will also submit manuscripts to be published in a new Institute series, Occasional Papers.

A great deal of assistance is being received from institutions and specialists abroad who are studying collections from the Institute Museum. The marine algae are being studied by Dr. William Randolph Taylor of the University of Michigan, fungi by Miss Wakefield and Dr. Dennis at Kew Gardens; lichens by Mr. Dix of the Academy of Natural Sciences of Philadelphia; Dr. Alexander Evans and Dr. D. W. Dodge; spiders by Miss Elizabeth Bryant of Harvard University; various groups of beetles are being studied by entomologists in England and the United States of America.

Professor W. F. Harper of the University College of the West Indies, gave a preliminary report on Arawak skeletal remains from the Institute collection at the Anatomical Congress held at Oxford during July, 1950. Professor Harper took a selection of skulls and bones for exhibition.

A new wing to the Museum building was under construction during 1950, to provide additional staff facilities, work shops, and storage space. The newly established Geological Survey will make its headquarters on the top floor of this wing. The Science Library, developed in connection with the Museum, now contains over 6,000 volumes apart from reprints and journals. An exchange with institutions abroad is being built up. During 1949 a new series of Occasional Papers was commenced, Nos. 1, 2 and 4 being issued simultaneously. Occasional Papers will provide for short contributions on the flora and fauna of Jamaica, while the series of Science Bulletins provides for longer studies and monographs.

The Natural History Society of Jamaica, founded in 1941, has been developed with the stimulus and facilities of the Science Museum. The Society makes the Museum its headquarters and a mimeographed journal, "Natural History Notes", is produced bi-monthly at the Museum for the Society. Regular field trips are held to various parts of the Island, and a summer camp of approximately two weeks duration is annually sponsored at Clydesdale in the Blue Mountains. The Society holds a monthly radio Question Box programme over the local broadcasting station.

The History Gallery in the basement of the Museum Building, displays a selection of some of the historical collections belonging to the Institute, including a display of the Arawak relics, Spanish carvings,

a fine selection of engravings, and prints and maps, 17th Century tortoiseshell work, coins, tokens and medals used in Jamaica, a selection of West Indian Regimental silver, objects of the slavery period, and many other items of interest.

The Exhibition Gallery and the Lecture Hall are located on the upper floor of the Museum building. The Institute organises and sponsors in the Exhibition Gallery arts and crafts exhibitions which feature the work of local and visiting artists. The following exhibitions were shown in the Gallery during 1950:

Annual Art Exhibition (Local artists)

Historic Prints and Sketches of Jamaica

East Indian Crafts

West Indian Children's Art (sponsored by the British Council)

Paintings by Hector Whistler and Ralph Campbell

Denham Art Competition for Schools.

Paintings by Gloria Escoffery

Annual Jamaican Crafts Exhibition

Smaller Art Exhibitions were also held in the Junior Centre Hall

Regular series of Lunch Hour Concerts are held in the Lecture Hall. Local and visiting musicians perform whenever they are available, and on other occasions gramophone recordings of the best musicians are played. During 1950 outstanding pianoforte recitals were given by Mrs. Dorothy Degazon, Miss Hyacinth Williams of the Julliard School of Music, New York; and Miss Olive Lewin. The Lecture Hall is also used for meetings and lecture programmes. It is available for the use of organisations, particularly those of a cultural nature.

The Institute maintains two Junior Centres, one on East Street opposite the Institute Library, and the other in the Old Court House at Halfway Tree. The East Street Junior Centre has a membership of 3,000 children between the ages of 10 and 18; there is always a long waiting list of applicants for membership. The lower floor of the Centre provides for a library and reading room, while on the upper floor there is a Lecture Hall and an Art Room to provide for various activities and classes of instruction. Film shows are regularly arranged for the children in the larger Lecture Hall in the Museum building. In collaboration with the British Council and the Education Department, 9 concerts for Elementary School children were presented—and up to 1,000 children attended on each occasion.

The Jamaica School of Arts and Crafts was opened at the DaCosta Institute in October, 1950. The School is managed by a Board comprising Mr. H. Houghton, Director of Education, as Chairman, and representatives of the Institute and the British Council and others elected for their special qualifications. The School is financed by the Institute of Jamaica in collaboration with the Education Department, and a substantial donation by an anonymous donor. The subjects being taught during the first year are: modelling, pottery, drawing and painting, applied art, commercial art, and design in woodwork. A Sales Room has also been provided, in which only the best available work in arts and crafts is offered for sale.

The Colonial Archives are housed in the Old Armoury in Spanish. The collection includes the Records of the Court of Vice Admiralty, the Court of Chancery, and the Grand Court. There are also Tax Rolls, Colonial Despatches, Vestry Minutes, Votes of Assembly, and miscellaneous documents and letters. In 1948 the Carnegie Corporation of New York gave the Institute of Jamaica \$18,000 to provide personnel for the development of these Archives, which are of great historical importance. During March, 1950 Sir Hilary Jenkinson, Deputy Keeper

at the Public Record Office, London, was brought out to Jamaica to examine the Colonial Archives, and to make recommendations both of an immediate nature, and on a long-term basis, for the care and development of Archives in Jamaica. He has subsequently submitted a report which has been printed.

THE AMATEUR THEATRE IN JAMAICA, 1950

The year has been outstanding for a large number of productions by amateur companies in the Island.

1. *The Little Theatre Movement:*

Mr. Nugent Monck, the celebrated Shakespearean producer from the Maddermarket Theatre, England, visited the Island under the auspices of the British Council, and produced "The Merchant of Venice" at the Ward Theatre with a cast drawn from all the amateur companies in the Corporate Area. This was the beginning of a season prolific in productions.

Other plays produced by the Little Theatre Movement were—"Our Town"; by Thornton Wilder; "Tobias and the Angel" by James Bridie; "Inherit this Land" play on a Jamaican theme by a young local writer; and a Clemens Dane version of "Alice in Wonderland", which took the place of the annual pantomime.

2. *Theatre Arts Club:*

This group, making their headquarters at the Garrison Theatre did three competent productions; "The Corn is Green" by Emlyn Williams; "George and Margaret" by Gerald Savory; and "Busman's Honeymoon" by Dorothy Sayers.

3. *Creative Theatre Workshop:*

This is a new group formed specifically for the purpose of producing plays written by West Indians. Their first production was "Atalanta at Calydon" by Roger Mais.

4. *The Surrey Players:*

A new group of young people with less experience but equally as enthusiastic as the first two mentioned groups, was responsible for the production of a short Festival of One Act Plays, adjudicated by Mr. Fyfield of the British Council, and an ambitious production of "A Doll's House" by Ibsen.

5. *The Caribbean Thespians:*

This group did two productions during the year, "The Ghost Train" and a musical at the Theatre of the Extra-Mural Department.

6. *Montego Bay Players:*

This is a new group formed in Montego Bay, and in their first year have been responsible for two successful productions "Spring Tide" by George Billam and J. B. Priestley, and "Night Must Fall" by Emlyn Williams.

Drama in Schools: The outstanding event of the year was the All Island Secondary Schools Drama Festival in March, at which Mr. Nugent Monck acted as adjudicator. This Festival, which was organised by the British Council, attracted 30 entries from 24 of the 27 major secondary schools in the Island, and was enthusiastically received by an audience of more than 6,000 people.

This was a new venture in Jamaica, and it is hoped that it will continue as an annual feature of our dramatic life.

University College of the West Indies, Extra-Mural Department, Drama Workshop: This group, which comprises some 80 students, meets regularly in term two days per week, following a curriculum devoted to all sides of work in the theatre—production, acting, stage management, carpentry and lighting.

LITERARY ORGANISATIONS

The Jamaican Centre of the International P.E.N. Club was founded on 20th April, 1948 by Mrs. H. V. Ormsby Marshall, with Dr. Andrew Guershoon Collin, LL.B., Ph.D. of London as co-founder. Its headquarters are at 13 East Street, Kingston.

Membership of the P.E.N. Club is open to all qualified writers in any branch of literature, to editors and translators who are in accordance with the aims of the organisation. Subscription rates in Jamaica are £1 1s. 0d. entrance fee, and £1 1s. 0d. per annum. The P.E.N. has assisted local authors in many ways, and entertains visitors from other countries who are members. Lectures, literary discussions and comments on literary works are arranged for meetings from time to time.

The Pioneer Press—book publishing department of the Gleaner Co., Ltd., was launched on 2nd July, 1949.

An Advisory Board of twelve, under the Chairmanship of Mr. S. G. Fletcher, Managing Director of the Gleaner Company, is composed of representatives of the literary and cultural interests in the Island. On 2nd September, 1950 the Pioneer Press released its first four publications: "Poetry for Children"; "Maxie Mongoose and Other Animal Stories"; "Anancy Stories and Dialect Verse"; and "Fourteen Jamaican Short Stories". The books, sold at one shilling and sixpence each, are on the lines of the world famous Penguins, and carry attractive coloured covers produced by the Gleaner Lithographic Department. These initial publications were given an enthusiastic reception, and the first printing was sold out within three months. The aim of the Pioneer Press is to provide publishing facilities not only for Jamaican writers, but for writers throughout the Caribbean area. Communications should be addressed to: Miss Una Marson, Organising Secretary, Pioneer Press, Kingston.

The Readers and Writers Club: resuscitated by the founder, Miss Una Marson, in June, 1947, has had a year of useful endeavours. Lectures, socials, courses in Short Story writing, production of scenes from a local play in co-operation with the Kingston Dramatic Club have been among its activities. The Club, unfortunately, lost the use of Anderson House, but meets at Wolmer's Boys' School by courtesy of the Headmaster, Dr. Simpson. Over fifty members are taking a course of lectures on "How to Write". The lectures are being given by Professor Arthur Croston, M.A., Professor of Literature at the University College of the West Indies, Mona.

The Poetry League of Jamaica, which was founded in September, 1923, is the oldest literary organisation in the English-speaking Caribbean. Its work is of permanent value and touches every age group of the Island's population. Publications for the year include: "Arcadia" a posthumous collection of poems of Arthur Nicholas; and "A Treasury of Jamaican Poetry" an anthology. Both books were edited by the President Mr. J. E. Clare McFarlane, O.B.E., who has also prepared the collected poems of Tom Redcam, which is due for release by the Pioneer Press shortly. An anthology of the poetry of the English, French, Spanish and Dutch speaking Caribbean is being compiled by the First Vice-President, Mr. W. Adolphe Roberts, and the Honorary

Secretary, Mr. Wycliffe S. Bennett. During March and April, 1950, the Poetry League conducted its Thirteenth Annual All-Island Elocution Festival. The League holds a weekly meeting, during which members discuss all aspects of literature. From time to time lectures are held to which the public is invited.

THE BRITISH COUNCIL

The work of the Council in Jamaica is twofold. While it endeavours to promote a better understanding of Great Britain in the Colony by spreading a knowledge of British culture and the British way of life, it is also concerned in assisting the balanced cultural development of the Colony and to this end it works wherever possible through existing institutions and organizations.

Consequently during the past year the Council has worked in the closest association with the Institute of Jamaica to which it has given substantial assistance both financially and otherwise. Similarly the Council has co-operated closely in the work of the Extra-mural Department of the University College of the West Indies, with the Department of Education and with the Jamaica Social Welfare Commission. In addition it has been represented in nearly all the learned and cultural societies in the Island, viz.; Jamaica Historical Society, the Jamaica Branch of the International P.E.N. Club, Readers and Writers Club, the Natural History Society, the Jamaica Music Teachers Association, etc. Council officials have lectured at several centres in the Island under the auspices of the Extra-mural Department of the University College, to cultural groups organized by library committees, and to secondary schools and youth clubs throughout the Island.

In March, Mr. Nugent Monck, O.B.E., the celebrated Shakespearean producer, visited the Island as a guest of the Council and lectured at numerous centres on Shakespeare and on play production, and produced a highly successful performance of "The Merchant of Venice" for the Little Theatre Movement.

In August, Dr. Margaret Read, Professor of Education at the University of London, a Council visitor, was the principal lecturer at Knox College Summer School and at a special course for the officers of the Jamaica Social Welfare Commission held at the University College, and at a Conference of Elementary School Teachers organized by the Education Department at Carron Hall. Dr. Read's visit did much to stimulate interest in Adult Education in the Colony.

Meetings have been held with the Secretary of the Juveniles Authority and assistance given in the planning of courses for Probation Officers.

During Education Month in June, the Council assisted with material film shows and was responsible for the collection of material for "The Daily Gleaner—Educational Supplement".

Art and Exhibitions:

The Council has a small circulating library of prints and books on art which continue to be of use in secondary schools and other institutions in the Island. The Art Secretary has helped in arranging several Exhibitions at the Institute of Jamaica and also an Exhibition of paintings by West Indian Children collected by the Council's Art Officer. Two minor Exhibitions were also arranged; the Wordsworth Centenary, and Theatrical Decor.

The Council continues to give material assistance to indigent artists.

Drama:

The Council has been intimately connected with the amateur dramatic movement in the Island. It is represented in the Little Theatre

Movement and the Theatre Arts Club, both of which have received financial assistance, and other groups such as the Surrey Players, Caribbean Thespians have also been helped. Council officers have assisted with dramatic productions not only in those groups but in several schools throughout the Island.

The Council was responsible for the organization of the first All-Island Secondary Schools Shakespeare Festival in March, which attracted 30 teams representing 23 of the 27 secondary schools in the Island. An audience of more than 6,000 attended the Festival sessions in Kingston and it is felt that this venture has provided a stimulus for the production of plays in secondary schools throughout the Island. Several broadcasts were also arranged of school plays taken from the Festival.

A Council officer adjudicated at several dramatic festivals throughout the Island, at Yallahs, Brown's Hall, Spanish Town, Port Antonio and Mandeville.

Music:

The Council Music Officer was the conductor at the annual concert given by the Edward Gordon Orchestra in February. He also acted as adjudicator at the Yallahs Festival, at the Festival in Mandeville organized by the Jamaica Music Teachers Association, and a similar Festival at Kingston, and the Festival of Music and Drama in Port Antonio. It was felt that the instruction given before these Festivals and the contacts made during the Festivals has resulted in considerable improvement in the quality of work done at these Festivals over a period of years. During the year over 50 schools, societies and institutions received assistance from the Music Department.

3,685 records were lent for use in musical appreciation classes in schools, as incidental music at festivals, amateur dramatic productions and for broadcasts.

Broadcasting:

The Council were responsible for a weekly programme throughout the year and in addition to this Council officers wrote scripts and took part in broadcasts of radio drama.

Films:

A Council official is Secretary of the Central Film Organization, the film library of which is kept at Council House. There are two full-time operators seconded from the Education Department and two casual operators largely paid from Council funds. That the staff is inadequate to meet the growing demands on the organization will be seen when it is stated that 546 film shows were given during the period to an audience of over 100,000 people. The library has been catalogued and contains over 600 films of which more than 500 have been shown in the year.

The Central Film Organization has been intimately connected with the Film Training School set up in Jamaica under the auspices of Colonial Development and Welfare and have drawn up a priority list of subjects to be filmed.

The Film Society of Jamaica:

Council officers took the initiative in forming the Film Society of Jamaica, a society which has been formed to improve public taste in films and to show continental and British films of quality which would not otherwise be seen in Jamaica. There are now almost 350 members.

ISLAND LIBRARY SERVICE

In November, 1949, the House of Representatives passed a 'Public Library Service Law' authorising the appointment by the Governor

in Executive Council of the Jamaica Library Board charged with the establishment and development of a public library service for the whole of the island based on 'A Report on the organisation of a Jamaica Library Service' by A.S.A. Bryant, F.L.A., and also providing for the establishment of statutory Parish Library Committees to be responsible for the administration of libraries in each of the parishes.

The Law was the direct outcome of an offer by the British Council of a grant of £70,000 (to be spread over a period of years) towards the cost of a public library service made on the condition that Jamaica Government should also contribute and should agree to maintain the service after the Council's contribution had ceased.

The Jamaica Library Board consists of seven members:—

The Director of Libraries (*Chairman*) the Minister for Education, a member appointed by the Governor in Executive Council and representatives of the British Council, the University College of the West Indies, the Board of Governors of the Institute of Jamaica and the Parochial Boards Association.

Prior to the passing of the law a provisional Library Board had been examining the scheme, preparing the necessary legislation, making preliminary arrangements with existing voluntary libraries and establishing new libraries.

With the passing of the law the Board was able to embark on a scheme which will eventually provide public libraries throughout the island. In the early years work is being concentrated on the country parishes as it is considered that the need in these areas is more urgent than in Kingston. Parish libraries are being established in all parish towns and branch libraries in other country towns. A union catalogue of books is held at headquarters and separate catalogues are maintained in the parish libraries. All cataloguing and classifying is done at headquarters in Kingston.

In many of the smaller branch libraries a proportion of the stock is changed at regular 4-monthly intervals. A student collection is maintained at headquarters for postal loans throughout the island and loans between libraries are encouraged.

By the end of 1950 Parish Libraries were in operation in Lucea (Hanover), Mandeville (Manchester), Port Antonio (Portland), St. Ann's Bay (St. Ann), Spanish Town (St. Catherine), Black River (St. Elizabeth), Montego Bay (St. James), Morant Bay (St. Thomas), Falmouth (Trelawny) and Savanna-la-Mar (Westmoreland); Branch libraries had been established at Alligator Pond, Balaclava, Brown's Town, Christiana, Claremont, Craigton, Golden Valley, Harker's Hall, Hector's River, Highgate, Linstead, Porus, Richmond, making a total of 23 libraries with a book stock of approximately 47,000 volumes.

Most of the libraries are at present in adapted buildings, some of which are unsuitable for permanent use as libraries, but plans have been prepared for new buildings where necessary. The first library building to be erected under the scheme was opened by His Excellency the Governor at St. Ann's Bay in November, 1950. It provides a combined Lending Library and reading room with accommodation for 6,000 volumes and 24 readers, with a separate section for junior readers and a small reference section.

In order to cope with the large number of repairs necessary for the maintenance of the book stock a Central Bindery has been established in conjunction with the University.

Many of the parish libraries organise lectures and children's story hours. Occasional book exhibitions are arranged and booklists prepared on special subjects. In June thirteen exhibitions of English children's books were displayed simultaneously throughout the island.

A training course for librarians was organised in January and attended by 26 students drawn from every district of the island. The Jamaica Library Association was founded on 26th January to unite all who are interested in libraries and to foster the development of public libraries.

PART III

CHAPTER 1—GEOGRAPHY AND CLIMATE

THE ISLAND of Jamaica is situated in the Caribbean Sea between 17° 43' and 18° 32' N. Lat., and 76° 11' and 78° 20' 50" W. Long., about 4,120 miles to the south-west of England, 100 miles west of Haiti, 90 miles south of Cuba, 445 miles north of Carthagena, and 540 miles from Colon.

The greatest length of Jamaica is 148 miles and its greatest width is 52 miles while its least width (from Kingston to Annotto Bay) is 22½ miles; its area is 4,411 square miles or 2,823,174 acres.

The Turks and Caicos Islands and the Cayman Islands are Dependencies of Jamaica. The Turks and Caicos Islands, with a population of 6,148 lie between 21° and 22° North and between 71° and 72° 50' West, about 450 miles to the north-east of Jamaica; they comprise several small islands and cays, the largest of which is about 10 square miles in area, and six of which are inhabited. The Cayman Islands, with a population of 6,762, which comprise three islands, namely, Grand Cayman, Little Cayman and Cayman Brac, are situated between 19° and 20° North and 79° 83' and 81° 30' West, about 120 miles north-west of Jamaica; the largest, Grand Cayman, is about 90 square miles in area.

The Island of Jamaica is divided into three counties and fourteen parishes namely:—

COUNTY OF SURREY		COUNTY OF MIDDLESEX		COUNTY OF CORNWALL	
Parish	Square Miles	Parish	Square Miles	Parish	Square Miles
Kingston and Port Royal ..	10. 10	St. Catherine	483. 27	St. Elizabeth	474. 44
St. Andrew ..	181. 3	St. Mary ..	254. 04	Trelawny ..	352. 55
St. Thomas ..	300. 17	Clarendon ..	467. 89	St. James ..	240. 61
Portland ..	328. 53	St. Ann ..	481. 05	Hanover ..	177. 08
		Manchester ..	339. 79	Westmorland	320. 39
Totals ..	820. 1		2,026. 04		1,565. 07
				Grand Total	4,411. 21

The geological formation of the Island consists of igneous rocks overlaid by several distinct formations. These include white and yellow limestone; carbonaceous shales; metamorphosed, porphyritic, granite and conglomerate rocks and alluvial deposits.

The surface of the Island is mountainous; of the total area 4,411 square miles only about 891 square miles (or 570,635 acres) are flat, consisting of alluvium, marl and swamps. The highest peak of the Blue Mountain range in the centre of the Island, is 7,402 feet above sea level. There are twenty-six other principal peaks or spurs ranging in height from 1,500 to 6,000 feet.

The Island also possesses many rivers and springs, the majority of which rise in the central mountain area ranging from east to west of the island, and flow northward or southward to the coast. The chief of these are the Black River (44 miles long), the Rio Minho, the Rio Cobre, the White River, the Plantain Garden River and the Rio Grande. Most of these rivers, however, have a rapid fall and only a few are navigable. There are also several mineral springs, the best known of which are the radio-active waters of Milk River Spring in Clarendon and the sulphur springs at Bath in the parish of St. Thomas.

The largest and most important of the many harbours is at Kingston, the capital, one of the finest natural harbours in the world. This harbour has a total area of some sixteen square miles, of which some seven square miles have a depth of from seven to ten fathoms.

The average annual rainfall is about 77 inches, ranging from about 30 inches in the extreme mid-south to over 100 inches in the north-east. The temperature ranges from 80° to 86° at the sea coast to 40° to 45° in the highest mountain resorts.

CHAPTER 2—HISTORY

IN PREHISTORIC times Jamaica was inhabited by a people of Amerindian stock called the Arawaks. They appear to have been a mild and inoffensive people of a very primitive way of life who fell an easy prey in the other West Indian Islands to the Caribs, and in Jamaica, after the discovery of the Island by Columbus in 1494, to the Spaniards. It is clear from the Spanish records that they had exterminated the Arawaks completely by the middle of the seventeenth century.

The Spanish occupation of Jamaica lasted for over a century and a half and yet there is little more evidence of the Spaniards in Jamaica today than of the Arawaks whom they destroyed and supplanted. There are many Spanish place-names (such as Santa Cruz and Savanna-la-Mar) but there are no remains of buildings of any consequence other than the beautiful but fragmentary sculptures which have survived from the ancient capital of Nueva Sevilla, abandoned in 1534. When the riches of Mexico and Peru were opened up by the conquistadores, the Spaniards flocked to the mainland from the island Colonies. Jamaica in fact, became little more than a supply base for expeditions to the mainland of America and the population which had never been very great dwindled to an insignificant and impoverished community (principally engaged in rearing cattle and pigs) which offered little resistance to the English invasion under Admiral Penn and General Venables in 1655.

With this date the modern history of the Jamaican people may be said to begin. The last attempt to recover the island for Spain collapsed and the last remnant of the Spaniards left Jamaica from Runaway Bay in 1660. The Spaniards had imported slaves from Africa most of whom they took with them when they left Jamaica but a small number remained in the mountains of the interior and formed the nucleus of the Maroons.

Of the present Jamaican community, however, the founders and pioneers were the colonists who came from England, Wales and Scotland and Ireland and settled in the Island in the seventeenth century. They came as settlers, making homes for themselves in a new and undeveloped country. They brought with them their religion, their language, architecture, culture and customs, and their systems of central and local government, of roads and of public services, and thus laid the foundation of the political and social structure of Jamaican life.

There was a brief period of military government, but as soon as colonists had settled in Jamaica in considerable numbers this temporary administration was superseded by a form of government, based upon the commission and instructions issued by Charles II in 1661 and 1662, consisting of a Governor appointed by the Crown acting with the advice of a nominated Council, and a legislature of Governor, Council and representative Assembly. In 1663, it was decided "to cause an Assembly of thirty freeholders to be fairly chosen in the several quarters of the Island" and this Assembly first met in 1664. From the beginning, this Assembly regarded itself as the equivalent in Jamaica of the House of Commons in England. The early history of the Constitution in Jamaica is concerned to a very large extent, with a three-cornered struggle between Governor, Council and Assembly. The Assembly was engaged in a dispute with the home Government for the first 65 years of its existence over the question of revenue. It was finally agreed in the Revenue Act of 1729 (which has been called the Magna Charta of Jamaica) that, in return for a permanent annual grant of £8,000 to the Imperial Government from the Assembly, it

should be enacted that "all such laws and statutes of England as have been at any time esteemed, introduced, used, accepted or received as laws of this Island, shall and are hereby declared to be and continue laws of His Majesty's Island of Jamaica forever".

This constitution of the King (represented by the Governor) an Upper and a Lower House, modelled as closely as possible upon the English Parliament, lasted, with slight modifications, for two centuries.

The system evolved by the Tudor monarchs, in England by which the Church and the local Magistrates carried out the work of local Government and many of the functions which would now be classed as social services was transplanted bodily to Jamaica. Parishes were established both as ecclesiastical and civil units. The Vestry as in England, served both as a Church Committee and a parish parliament. The system of local government which provided for the maintenance of the Church and the poor was laid down in the Act of 1681. Public workhouses and gaols were established early and provision was made for public health, roads, postal services, the preservation of order, public safety and protection from fire. No state system of education existed in the early days but 218 legacies for the Church, the poor and for education were left between 1667 and 1736 and many of the existing secondary schools are founded on the benevolence of early colonists.

There were two conflicting economic policies in West Indian Colonisation in the seventeenth century. In the earliest days the Colonists (like those in the mainland colonies of Virginia and New England) had relatively small holdings which they worked with the labour of their own families and servants brought with them or imported from England. They grew tobacco, cocoa, indigo, and, to a small extent, sugar. From about the year 1640, however, settlers in Barbados and other islands began to see the possibilities of large scale sugar production. This movement fundamentally altered the nature of English colonisation in the West Indies and changed the whole structure of society and the balance of population. Jamaica was colonised at the period when this change was taking place and it soon became clear that, instead of having a numerous European population of small holders, Jamaica was to become a country of large sugar estates employing African slave-labour in large numbers with a small and diminishing European population.

Shortly after the English conquest, Jewish refugees from Spain and Portugal came to settle in Jamaica where they were free from persecution. They soon established themselves as an important element in the population, particularly in the towns where they engaged in trade.

The colonists and the slaves constituted entirely distinct social groups, separated not so much by race as by the rigid economic structure of an artificial society. It is this unnatural dualism in Jamaica social development in the past which prevented the people from being in any true sense a real community before 1838 and which furnishes the key to many of the evils and anomalies of Jamaican history.

England was a late comer in the African slave trade in which the first European nation to engage was Portugal. By 1713, however, the monopoly had passed to Britain and thousands of slaves were brought to the West Indies from Africa during the eighteenth century. A large number came from the Gold Coast and most of the few African words surviving in Jamaican speech and most of the folk-lore are of Ashanti origin. The two main streams in Jamaica culture derive from the British Isles and from the West Coast of Africa and Jamaican

music which often combines English tunes with an African rhythm provides a good example of the blend which has taken place.

Slave ownership was governed by Slave Laws. At first these were principally concerned with protecting the interest of the owner but they gradually evolved until, in the period which immediately preceded Emancipation, the protection of the interests of the slaves had been given greater emphasis.

The motive power for the abolition of slavery had its origin in England and was part of a general humanitarian movement. As a result of the efforts of such men as Grenville, Sharp, Clarkson, Wilberforce, Pitt, Burke and Fox, the slave trade was abolished in 1807 and, finally, slavery itself was abolished on August, 1834, by an act passed by Parliament the previous year. After four years of apprenticeship, complete freedom was declared on August 1st, 1838. As has been suggested above, the history of the Jamaica community, in its fullest sense, may be said to have begun at that date.

The years which followed Emancipation were of vital importance in the integration of the Jamaican social structure. Unfortunately, the House of Assembly gave little or no lead or help in this process. No group of men did more to help the Jamaican people at this critical time than the missionaries of the non-conformist churches. They built chapels and schools and taught the people and their children and they helped the newly freed peasantry to settle on the land by buying estates and cutting them up into lots of suitable size. As a result, the estate ceased to be the main social unit and the population started to reform itself into new communities in new settlements. This process was made easier owing to the temporary collapse of the sugar industry which had been the great staple in Jamaica during the eighteenth century. This collapse had been brought about by various causes. Perhaps the most important was the loss of the artificial labour supply through the abolition of slavery and the resultant competition of "slave grown" sugar. Another was the introduction of Free Trade in Great Britain in 1846 which meant the end, for the time being, of preferential treatment in the British market. The situation was also affected by the evils of absentee proprietorship.

Although the immediate effects of these courses were largely beneficial to the peasantry of Jamaica, the ultimate effect, coupled with the dislocation of trade resulting from the American Civil War in the sixties of the nineteenth century was to bring about a period of acute economic depression. The resultant unrest found an outlet in riots in the parish of St. Thomas in 1865, which were put down with severity by Edward John Eyre, the Governor at that date.

In January, 1866, the House of Assembly, which had voted its own abolition, sat for the last time after a history of over two hundred years. A form of Crown Colony Government took the place of the old constitution and the Parish Vestries were superseded by Municipal Boards which in turn gave way to Parochial Boards. These constitutional changes made possible a number of important reforms which were initiated by Sir John Peter Grant and succeeding Governors. An Island Medical Department and a Government Medical Service were established, an Island Constabulary was organized and a Public Works Department was set up. A scheme for the supervision and inspection of elementary schools was drawn up and embodied in the Regulations of 1867 which form the basis of the educational system of the Island. The Jamaica Schools Commission was created in 1879 and the Board of Education in 1892; the Institute of Jamaica for the encouragement of literature, science and art was founded in 1879. Poor relief was put on a new basis by the Law of 1886. The country

was developed by the opening up of new roads and the extension of the railway. Towards the end of the nineteenth century the banana trade brought new prosperity to Jamaica and by 1937, nearly 27 million stems were being exported annually, while with the renewal of the preference system, the sugar industry revived.

As a result of the shortage of labour in the years following Emancipation, encouragement was given to the immigration of small numbers of Irish, German and free African labourers. A more successful measure, was the introduction of indentured labourers from India. Many of these settled permanently in Jamaica and there was later a limited immigration of Chinese who became shopkeepers, principally in the country districts, and Syrians who established themselves as merchants in the towns.

In 1907, occurred the worst earthquake in the history of Jamaica since that of 1692 which had destroyed Port Royal. Kingston was largely destroyed and some 800 people were killed. The rapid restoration of order and of normal life generally was largely due to the character and administrative genius of Enos Nuttall, Archbishop of the West Indies.

A rapid increase in population and the disastrous onslaught of diseases upon banana cultivations were amongst the various causes which brought about another period of economic depression causing unrest which culminated in riots in 1938. A local Commission of investigation was soon followed by the appointment of the West India Royal Commission under the Chairmanship of Lord Moyne.

The establishment of Jamaica Welfare in 1937 has been the principal event in the recent history of social welfare but many other important developments in the spheres of social and cultural life took place in the year or two preceding the war.

A new tendency became apparent to combine for common ends, and this led, in the political field, to the formation of parties, in the economic field to the development of co-operatives, and in the industrial field to the formation of trade unions. At the same time the tempo and complexity of political and economic life increased and coincided with a new realization of the responsibilities and opportunities of the people and of the need to tackle the problems of the future as a single community.

CHAPTER 3—ADMINISTRATION

CONSTITUTION

IN 1944, Jamaica was granted a new Constitution which allows a much wider measure of self-government. The constitution then existing which was a modified form of Crown Government—the Colony was administered by the Governor with the advice of a Privy Council (all officials or nominees of the Governor) and with the aid of a Legislative Council presided over by the Governor and in which there was a majority of official members and nominees of the Governor—was replaced by one in which there are four principal Bodies, one of which, the Executive Council, containing an equal number of official and elected members, is the principal instrument of policy. The House of Representatives is wholly elected.

These four bodies are:—

- The Privy Council
- The Executive Council
- The Legislative Council
- The House of Representatives.

The new Constitution which was brought into effect on the 20th of November, 1944, by His Majesty's Order in Council of the 27th of October, 1944, "The Jamaica (Constitution) Order in Council, 1944", and supported by new Letters Patent and Instructions to the Governor, which also took effect from the same date, provides as follows:—

PRIVY COUNCIL

This Council consists of the Colonial Secretary, the Officer Commanding the Troops (if not below the rank of Lieutenant-Colonel) the Attorney General, the Financial Secretary, and two Nominated Members, who must be persons not holding office of emolument under the Crown and who vacate their seats at the end of three years.

The functions of this Council are to advise the Governor in relation to the exercise of the Royal Prerogative (i.e., in the remission of sentences of death or imprisonment), and the discipline of the Civil Service.

EXECUTIVE COUNCIL

This Council consists of the Governor as Chairman, three Official Members (the Colonial Secretary, the Attorney General and the Financial Secretary), two Nominated Members, (who must be members of the Legislative Council, but must not hold office of emolument under the Crown, and who are nominated by the Governor) and five elected members (who shall be Members of the House of Representatives, elected to the Council by the House). The Governor has a casting but not an original vote.

This Council is the principal instrument of policy, and also prepares the Annual Estimates of Revenue and Expenditure and all Supplementary Estimates of Expenditure before their introduction into the House of Representatives. In the formation of policy and in the execution of all other authorities and powers conferred upon him, except those conferred by Articles 10, 11 and 12 of the Letters Patent, the Governor is required to consult with the Executive Council, (save in certain events specified in Clause 13 of the Instructions) and act in accordance with the Council's advice.

Although not provided for in the Constitution the various subjects which form the work of the several Government Departments, have been divided into five main groups as indicated below and each of the five Elected Members of the Executive Council, who are now

designated Ministers, has been assigned one of these groups and is responsible in the House for matters affecting the Government Departments which deal with the subjects assigned to him:—

1. Finance and General Purposes
2. Communications
3. Agriculture, Lands and Commerce
4. Education
5. Social Welfare

The Council has appointed a Committee of the Council known as the Estimates Committee, which considers all financial matters coming before the Council and reports to the Council thereon. The Committee is under the Chairmanship of the Financial Secretary.

During the year a committee of the Council known as the Administrative committee was added to consider matters of minor importance and so free the Council to deal with matters of major policy.

LEGISLATIVE COUNCIL

This Council consists of 3 ex-officio Members (The Colonial Secretary, the Attorney General and the Financial Secretary), not more than 2 Official Members (who must be persons holding office of emolument under the Crown) and not less than 10 Unofficial Members nominated by the Governor (who must not hold any office of emolument under the Crown). The Council elects one of its Members (who must be one of the Unofficial Members, who is not a Member of the Executive Council) to be its President.

The functions of this Council are, in the main, the consideration of legislation passed by the House of Representatives. Save in certain exceptional cases where the Governor with the consent of the Executive Council and the Secretary of State may exercise an over-riding power (section 47 of the Order-in-Council) all Bills must be passed by the Legislative Council before they can become Law.

HOUSE OF REPRESENTATIVES

The House of Representatives consist of 32 Members, one from each of the 32 constituencies into which the Island is divided. Election is for a period of five years, on the basis of adult suffrage.

The House elects a Speaker from among its Members, and five members to serve as Elected Members of the Executive Council, who are designated Ministers. The House has in general all the powers given by the existing Laws to the previous Legislative Council. Save in certain exceptional cases where the Governor, with the consent of the Executive Council and the Secretary of State, may exercise an over-riding power (section 47 of Order-in-Council) all Bills must be passed by the House of Representatives and the Legislative Council before they can become Law. The Annual Estimates of Expenditure and Supplementary Estimates of the Colony are also subject to the approval of the House. Any question may be debated in the House, but no Bills, which is certified by the Speaker to be a money measure, or intended to implement the policy of Government, may be introduced without the approval of Executive Council.

In accordance with the arrangement indicated previously, five standing Committees of the House have been appointed one to advise on each of the five groups of subjects referred to in that paragraph, i.e.,

- Finance and General Purposes
- Communications
- Agriculture, Lands and Commerce
- Education
- Social Welfare.

The Chairman of these Committees, none of whom may be Ministers, form in turn a Joint Committee for the control of the internal affairs and business of the House. There is also a Standing Finance Committee of the House, consisting of all members, to consider financial matters.

Meetings of the Privy and Executive Councils are held at King's House or in the Secretariat, and a Secretariat officer serves as Clerk to both of those bodies. Meetings of the House of Representatives and Legislative Council are held at Headquarters House, and these bodies which sit at different times are served by the same clerk who is legally qualified and is assisted by a Deputy Clerk and necessary subordinate staff.

JUDICIAL ORGANIZATION

Justice is administered by three principal Courts, i.e., the Supreme Court, the Resident Magistrates Courts, and the Courts of Petty Session, the functions of which are given in Chapter 9.

The Supreme Court consists of the Chief Justice and three Puisne Judges—who sit individually in Chambers, on Circuit or in a *Lordy* of three as a Court of Appeal. The staff of the Court consists of a Registrar, Deputy Registrar and 24 others.

Resident Magistrates Courts

There are eighteen Resident Magistrates who must be legally qualified, four of whom are assigned for duty in the parish of Kingston, two in the parish of St. Andrew and one in each of the remaining parishes except in Port Royal. Each parish possesses a Head Station with a Clerk of Courts and staff and (except Kingston) district Stations suitably distributed, at which courts are held regularly.

ADMINISTRATIVE ORGANIZATION

The official work of the Colony is carried out through some 38 Government Departments under the control of the Governor as exercised through the Secretariat, the latter being the centre of administration and serving both as a clearing house for advice and information as well as a means of relaying and executing Government decisions as made by the Governor, the Governor in Privy Council and the Governor in Executive Council.

The Governor's staff consists of a Private Secretary and A.D.C. while the Secretariat is comprised of the Colonial Secretary, 2 under Secretaries, 5 Principal Assistant Secretaries, 9 Assistant Secretaries or officers of equivalent rank and others. The more important Heads of Departments are:—

- The Attorney General
- “ Financial Secretary
- “ Director of Education
- “ Director of Public Works
- “ Director of Medical Services
- “ Director of Agriculture
- “ Commissioner of Lands
- “ General Manager, Jamaica Government Railway
- “ Commissioner of Commerce and Industries
- “ Collector General
- “ Commissioner of Police
- “ Postmaster General
- “ Crown Solicitor
- “ Auditor General
- “ Labour Adviser

THE DEPENDENCIES

The Administration of the two Dependencies, namely, The Turks and Caicos Islands and The Cayman Islands which are situated to the north-east and north-west of the Colony, respectively, is carried on by a Commissioner in each, under the control of the Governor. The Commissioners are each assisted by some six Heads of Departments and other staff. Annual Reports covering the dependencies are issued separately.

LOCAL GOVERNMENT

The Island is now divided into 14 parishes of which Kingston, the capital city, and St. Andrew are amalgamated for Local Government purposes under a corporate body known as the Kingston and St. Andrew Corporation, with a Mayor and Council. The parish of Port Royal was abolished with the proclamation of an Abolition Law (Law 25 of 1946) on the 3rd of November, 1947, and the administration of the affairs of that area taken over by the Kingston and St. Andrew Corporation. The Port Royal district elects one member of the Council of the Corporation.

Changes in the constitution of the Kingston and St. Andrew Corporation and the Parochial Boards were effected by amending laws which preceded the holding of Municipal and Parochial Elections in October, 1947. The Council of the Kingston and St. Andrew Corporation now consists of the Mayor and twenty other members, of whom eight are *ex-officio* (namely, the two Custodes and six Members of the House of Representatives for the two parishes), and thirteen are elected. The Council includes no Alderman, the amending legislation having made no provision for co-opting of Aldermen. A Parochial Board consists of from 16 to 21 members of whom the Custos and the Members of the House of Representatives for the Parish are *ex-officio* and the remainder are elected.

Owing to the war, no general elections to Local Authorities were held between the years 1937 and 1946. In October, 1947, Local Government elections to the newly constituted Authorities were conducted on a basis of adult suffrage. In the elections Independent candidates secured a total of 91 seats in all Boards, while candidates of the Jamaica Labour Party and Peoples National Party secured 57 and 51 seats respectively.

Municipal and Parochial Elections are now held triennially, but those scheduled to take place in July, 1950, were postponed until a date to be fixed by Executive Council, but before the 1st of July, 1951. In the meantime the procedural machinery for the conduct of the elections has been brought to conform closely with that for General Elections.

The Kingston and St. Andrew Corporation and the Parochial Boards are responsible for the administration of all Local Government services, the most important of which are the maintenance of water supplies (in the Corporate Area this is under the joint control of the Water Commission and the K.S.A.C.), municipal and parochial roads, public health and sanitation, markets, public parks and the administration of poor relief (under the guidance of the Board of Supervision). The Corporation also operates a Slaughter House and a domestic gas enterprise. Parochial Boards assist Central Government in relieving unemployment by undertaking (from Government grants) programmes of improvements to parochial roads and bridges. A variety of schemes to improve and extend water supply services are pursued by Parochial Boards with substantial assistance by Government and from Colonial Development and Welfare Funds. Schemes for the construction of rain water tanks in dry areas are met from Government Grants. Assistance by loans and

grants is given for Minor water supply schemes, and in respect of Major water supply schemes these receive substantial grants from Colonial Development and Welfare Funds. The latter are constructed by the Public Works Department and handed over on completion to the Parochial Boards whose responsibility is confined to the maintenance and debt charges on a long term loan of one-half of the capital cost.

The revenue of Local Authorities is derived largely from Land Taxes and Local Rates and fees, and is supplemented by Government grants-in-aid. To improve their financial structure and induce a greater measure of financial responsibility on the part of the Boards, Government adopted, as an experiment for two years as from the 1st April, 1950, a grant-in-aid system based on payment of a variable grant of 25% of the total of local rates collected by Boards during the preceding financial year plus a fixed grant determined by analysis of the needs of the parish. Parochial Boards have proved the new system generally satisfactory, and already there have been indications of improved budgetary efficiency. Financial and administrative controls and controls devolving by various statutes upon the Governor, the Executive Council and the House of Representatives, respectively, are applied in the Colonial Secretariat.

The creation in 1946 of a Local Government Division in the Secretariat to deal exclusively with Local Government affairs has resulted in a marked improvement in handling these matters and in the relation between Central and Local Government bodies. Officers of this Division visit Boards frequently to confer, and vice versa.

A regrading of the entire Staff of all Parochial Boards along lines comparable to the pattern of salary scales adopted for Central Government employees following the Report of Mr. E. Mills, is now under consideration.

A Model Code is being formulated for adoption by Boards. The Code will be designed to embody the Bye-Laws, Regulations and other directive instruments of a Board on procedural, administrative, financial and establishment matters, in a compact form, and serve as a model for adoption by Boards to ensure uniform and proper practice. The trend towards more uniformity in parochial practice is indicated by the adoption by all Boards of a Model form of Budget which assembles financial information in a simpler and more meaningful manner than before.

In 1943, Mr. L. C. Hill, C.B.E., visited Jamaica for the purpose of making recommendations for the reform of Local Government and administration in the Island, and reported in 1944. Several of Mr. Hill's recommendations have separately been implemented and those recommendations which have not been implemented are now receiving the consideration of the Legislature. These may be summarised as follows:

- (1) The Introduction of the District Committee system. (The adoption of this system would provide opportunities for a larger number of persons to give their services to Local Government than is possible at present.)

- (2) The general division of functions between District Committees and the Parochial Boards.

- (3) The substitution of the title "City of Kingston" for that of "Kingston and St. Andrew Corporation".

- (4) The constitution and functions of the Kingston City Council, and the revival of the office of Alderman.

- (5) The creation of the Borough of Montego Bay, its constitution and functions.

- (6) The reorganisation of areas now administered by the Kingston and St. Andrew Corporation and Parochial Boards

CHAPTER 4—WEIGHTS AND MEASURES

THE IMPERIAL weights and measures are in use in the Colony.

CHAPTER 5—NEWSPAPERS AND PERIODICALS

<u>Publication</u>	<u>When published</u>	<u>Address</u>
The Daily Gleaner	Daily	148 Harbour St., Kingston
The Daily Express	Daily	3 Hanover St., Kingston
Public Opinion	Weekly	67 Slipe Road, Cross Roads
Catholic Opinion	"	9 Emerald Road, Kingston
Jamaica Times	"	4-8 Temple Lane, Kingston
Jamaica Gazette	"	Govt. Printing Office, Kingston
Spotlight	Monthly	95 Harbour St., Kingston
Welfare Reporter	"	74½ Hanover St., Kingston
Jamaica Arise	"	67 Slipe Road, Cross Roads P.O.
West Indian Review	Weekly	15 East St., Kingston
Press and Public	Annual	1a Duke St., Kingston
Agricultural Advocate	Weekly	83 Hanover St., Kingston
Northern News	"	Montego Bay
Caribbean Post	Monthly	78 Constant Spring Road
Pagoda	Fortnightly	108p Barry St., Kingston
Madame	Monthly	116½ Tower St., Kingston
Chinese News	Weekly	40 Matthews Lane, Kingston
What's on	Fortnightly	101 Water Lane, Kingston
Cathay	Annual	101 Water Lane, Kingston

CHAPTER 6—SELECT BIBLIOGRAPHY

THE BIBLIOGRAPHY of Jamaica may be classified under the following twelve main heads:—

1. General History
2. Aspects of Jamaica History:
 - (a) Slavery
 - (b) Maroons
 - (c) Military History
 - (d) Church History
3. Descriptive Accounts
4. Biography
5. Medicine and Hygiene
6. Education
7. Poetry and Fiction
8. Sociology and Folk-lore
9. Works of Reference
10. Natural History
11. Climate
12. Agriculture.

1. General History—

A new History of Jamaica: From the earliest accounts to the taking of Porto Bello, by Vice Admiral Vernon, by Charles Leslie; London, 1740. In the form of thirteen letters "from a Gentleman to his Friend," London, 1740.

The History of Jamaica, by Edward Long, 3 volumes; London, 1774. Containing maps and copper plate illustrations. A general survey of the ancient and modern state of the island.

The Annals of Jamaica, by the Rev. George Wilson Bridges, 2 volumes; London 1828. The object of the undertaking, writes the author, was "to exhibit a valuable possession of the British Crown in its true light."

A History of Jamaica, from its discovery by Christopher Columbus to the present time, by the Rev. William James Gardner; London, 1873. Including an account of its trade and agriculture and narrative of the progress of religion and education in the island.

The History, Civil and Commercial, of the British Colonies in the West Indies, by Bryan Edwards, 5 volumes; London, 1819.

The Aborigines of Jamaica, a revised edition by Philip Sherlock; Kingston, Jamaica, 1939.

Jamaica under the Spaniards, by Frank Cundall and Joseph L. Pietersz; Kingston, Jamaica, 1919. Compiled from documents having reference to the Spanish occupation of Jamaica in the Archives of Seville, Spain.

Historic Jamaica, by Frank Cundall; London, 1915. A survey of the island's history treated parish by parish, with 52 illustrations.

2. Aspects of Jamaican History—

(a) Slavery:

Death struggles of Slavery, by Henry Bleby; London, 1853. "Being a narrative of facts and incidents which occurred in a British Colony (Jamaica) during the two years immediately preceding Negro Emancipation."

Emancipation and Apprenticeship in the British West Indies by W. L. Burn; London, 1937.

(b) Maroons:

The History of the Maroons, from their origin to the estab-

lishment of their chief tribe at Sierra Leone, by R. C. Dallas; London, 1803; 2 volumes.

The Maroons of Jamaica, by Joseph J. Williams, S.J., Chestnut Hill, Mass., 1938. Anthropological Series of the Boston College Graduate School; Vol. 111, No. IV. Serial No. 12.

(c) Military History:

Jamaica's part in the Great War, by Frank Cundall; London, 1925. Illustrated.

(d) Church History:

A short sketch of the History of the Church of England in Jamaica, by the Rev. (John) B. Ellis, M.A., Kingston, Ja., 1891.

A History of the Catholic Church in Jamaica, B.W.I., 1494-1929, by Francis X. Delany, S.J., New York, 1930. Records of the early period (1494-1688) were compiled from documents in the Archives of Seville, Spain. Illustrated.

A Record of the Jews in Jamaica from the English Conquest, to the present time, by Jacob A. P. M. Andrade; Kingston, Ja., 1941. Illustrated.

3. Descriptive Accounts—

An Account of Jamaica and its Inhabitants, by a gentleman long resident in the West Indies (J. Stewart) London, 1808.

A tour through the Island of Jamaica from the Western to the Eastern end, in the year 1823, by Cynric R. Williams; London, 1826.

A picturesque tour of the Island of Jamaica, from Drawings made in the years 1820 and 1821, by James Hakewill; London, 1825.

Jamaica in 1895, edited by Frank Cundall, Institute of Jamaica; Kingston, Ja., 1895. "A Handbook of Information for intending Settlers and others." Illustrated.

The same in 1896-97, 1901-05, 1912, 1920-22, 24,-25,-28.

Jamaica to-Day, edited by Philip Sherlock; London, 1940; being a new and revised edition of the late Mr. Frank Cundall's *Jamaica in 1928*. Illustrated.

4. Biography—

The Myth of Governor Eyre, by Lord Oliver (Governor of Jamaica 1907-13) London, 1933. Contains a map of Jamaica and the Parish of St. Thomas in the-East.

The Governors of Jamaica in the seventeenth century, by Frank Cundall, London, 1936; and by the same author:

The Governors of Jamaica in the first half of the eighteenth century; London, 1937. Illustrated with portraits, plans, &c.

Sir Henry Morgan, Buccaneer and Governor, by W. Adolphe Roberts; London, 1933.

5. Medicine and Hygiene—

Yellow Fever in the West Indies, by Izett Anderson, M.D. Edin., London, 1898.

Medical Services in Jamaica by Mary Manning Carley; Kingston, Ja., 1943.

6. Education—

Education in Jamaica, Report of the Education Society, connected with the Jamaica Baptist Union, for 1865. London, 1866.

Some notes on the History of Secondary Education in Jamaica, by Frank Cundall, the Institute of Jamaica; Kingston, Ja., 1911.

Education in Jamaica, by Mary Manning Carley, published by the Institute of Jamaica, Kingston, Ja., 1942. (Social Survey Series No. 1).

7. Poetry and Fiction—

Jamaica, by Tom Redcam; Kingston, Ja., 1899.

Daphne, by J. E. Clare McFarlane; London, 1932.

Flaming June, by Constance Hollar; Kingston, Ja., 1941.

First Poems, by George Campbell, Kingston, Ja., 1945.

Tom Cringle's Log, by Michael Sott; first published in 1833.

The White Witch of Rosehall, by Herbert G. deLisser; London, 1929.

A High Wind in Jamaica, by Richard Hughes; London, 1929.

New Day, by Victor Reid.

8. Sociology and Folk-lore—

Jamaica. The Blessed Island, by Lord Oliver; London, 1936; containing illustrations and maps.

Jamaica Negro Proverbs and Sayings, by Izett Anderson and Frank Cundall; London, 1927. Illustrated by Lilly G. Perkins.

Black Roadway, by Martha Warren Beckwith; Chapel Hill, 1929. A study of Jamaican Folk Life.

Journey to Accompong, by Katherine Dunham; New York, 1946. A collection of day-to-day notes written during Miss Dunham's stay at the Maroon village of Accompong; with drawings by Ted Cook.

9. Works of Reference—

Jamaica Almanac, 1751-1880.

Jamaica Gazette and Supplement, 1845 to date.

Handbook of Jamaica, 1881-1939; 1946 to date. Comprising Historical, Statistical and General Information concerning the island. Compiled from Official and other reliable records.

Chronological outlines of Jamaica History, 1492-1926, by Frank Cundall; Kingston, Ja., 1927.

Eighth Census of Jamaica and its Dependencies, 1943. Population, housing and agriculture. The Central Bureau of Statistics, Kingston, Ja., 1945.

Reference Book of Jamaica, edited and published by Wyatt Bryce; Kingston, Ja., 1947.

10. Natural History—

A voyage to the Islands Madeira, Barbados, Nevis, St. Christopher's and Jamaica, with the Natural History of the last of those islands. Illustrated. By Hans Sloane, M.D. 1770, London.

The Civil and Natural History of Jamaica, containing an accurate description of that island, its situation and soil; with a brief account of its former and present state, Government, Revenue, Produce and Trade. By Patrick Browne, M.D. 1789. London.

The History of Jamaica, by Edward Long; 1774, London. Vol. III. Vol. III is devoted to the natural history of the Island, and is a valuable reference.

A Naturalist's Sojourn in Jamaica, by Phillip Henry Gosse, F.R.S., assisted by Richard Hill; 1851, London. Even today, the best comprehensive natural history of Jamaica.

Reports on the Geology of Jamaica, Pt. II of the West Indian Survey, by James G. Sawkins, F.G.S., With contributions from G. P. Wall, F.G.S., Lucas Barrett, Arthur Lennox, F.G.S., and C. B. Brown, and an Appendix by Robert Etheridge, F.G.S., F.R.S.E., 1869, London.

The Geology and Physical Geography of Jamaica, study of a type of Antillean Development, by Robert T. Hill. Bulletin of the Museum of Comparative Zoology, Harvard. Vol. XXXIV, 1899, Cambridge, U.S.A.

Some recent contributions to the Geology of Jamaica, by C. A. Matley D.Sc. Handbook of Jamaica 1923, Kingston, contains valuable bibliography.

The Basal Complex of Jamaica, with special reference to the Kingston District, by Charles A. Matley, D.Sc., F.G.S., Quarterly Journal of the Geological Society of London, Vol. 85, Pt. 4, 1929.

Some Soil Types of Jamaica, by F. Hardy and H. H. Croucher. Studies in West Indian Soil, Pt. VI. Imperial College of Tropical Agriculture, 1933, Trinidad.

Aboriginal Indian Remains in Jamaica, by J. E. Duerden, A.R.C., Sc., (London). With a Note on the Craniology of the Aborigines of Jamaica, by Professor A. C. Hadden, M.A., D.Sc., Journal of the Institute of Jamaica. Vol II, No. 4, 1897, Kingston.

Flora of Jamaica, by William Fawcett, B.Sc., and Alfred Barton Rendle, D.Sc., Vol. I, 1910; Vol. III, 1914, Vol. IV, 1920; Vol. V, 1926; Vol. VII, British Museum (Nat. Hist.) 1936, London.

The Principal Timbers of Jamaica, by C. Swaby, Department of Agriculture, Jamaica, Bulletin (New Series), No. 29, 1941, Kingston.

A Montane Rain Forest—A Contribution to the Physiological Plant Geography of Jamaica, by Forrest Shreve, Carnegie Institution of Washington, Pub. No. 199, 1914, Washington.

Catalogus Insectorum Jamaicensis, by C. C. Gowdey, Department of Agriculture, Jamaica. Entomological Bulletin No. 4, 1926, Kingston.

The Mosquitoes or Culicidae of Jamaica by F. V. Theobald, M.A., and M. Grabam, M.A. Institute of Jamaica, 1905, Kingston.

Butterflies of Jamaica by W. J. Kaye. Transactions of the Entomological Society of London, 1926.

A Guide to the Study of Dragonflies of Jamaica, by Francis Cecil Whitehouse. Bulletin of the Institute of Jamaica. Science Series No. 3, 1943, Kingston.

The Herpetology of Jamaica, by W. Gardner Lynn and Chapman Grant. Bulletin of the Institute of Jamaica. Science Series No. 1, 1940, Kingston.

The Birds of Jamaica, by Philip Henry Gosse, assisted by Richard Hill, 1847, London.

Birds of the West Indies, by James Bond, 1936, Philadelphia, U.S.A.

Glimpses of Jamaica Natural History, by Members of the Natural History Society of Jamaica. Vols. I & II. Institute of Jamaica, 1945-47, Kingston.

Natural History Notes of the Natural History Society of Jamaica April, 1941 onwards. (Mimeographed).

11. Climate—

The Rainfall of Jamaica (from 1870-1929), by J. F. Brennan, 1933, G. P. Jamaica.

Meteorology of Jamaica, by J. F. Brennan, 1936, G.P. Jamaica.

Weather Reports (Monthly), by Government Meteorologist, Jamaica.

Meteorological Observations (Annual), by Government Meteorologist, Jamaica.

Jamaica Rainfall (Annual), by Government Meteorologist, Jamaica.

12. Agriculture—

The Journal of the Agricultural Society, 1897 onwards.

Bulletins of the Department of Agriculture, Jamaica.

GOVERNMENT PUBLICATIONS

ON SALE AT THE GOVERNMENT PRINTING OFFICE

KINGSTON

LAWS—LAW REPORTS, RULES, REGULATIONS, ETC.

1. Supreme Court Decisions of Jamaica and Privy Council Decisions from 1774-1923, by J. E. R. Stephens, 2,314 pp. £1 for the set of 2 volumes.
2. Supreme Court Judgments, Jamaica, 1917-1932 and Digest—Clark, £1 1/-.
3. Jamaica Law Reports, 1933, by the late S. R. Braithwaite, Barrister-at-Law, £1 1/- per volume.
4. Jamaica Law Reports, 1936-40, 1941-45, by W. S. K. Gordon, Deputy Registrar, Supreme Court, £1 10/- each.
5. Pamphlets of current Judgments of Supreme Court, 1½d. per page.
6. Rules and Orders of the Supreme Court of Judicature, Jamaica, 1938, 5/-.
7. Matrimonial Causes in Jamaica—A consolidation of Cap. 442 and Law 23 of 1938 and the New Rules of 1939, by Trevor L. Lyons, Registrar, Supreme Court, 11/- per volume.
8. Schedule of Fees payable in the Supreme Court, 5d.
9. Revised Edition of the Laws of Jamaica in force on the 1st of August, 1938, in 7 Vols. £12 12/-. (*Out of Print.*)
10. Laws of Jamaica—Yearly Volumes, 1939-1948, 3/- each. Chapters and Laws, separately, 2 pp., 6d. each, over 2 pp., 1/- each.
11. Rules and Forms of the Resident Magistrates Courts, 1934, 6/-.
12. Privy Council Regulations, Orders, etc.—1925 to 1943, 3/- each.
13. R.M. Court—Tariff of Fees, 6d.
14. Rules under Real Property Representative Law, 1903, 1/-.
15. Trade Marks Rules, 1/3d.
16. Regulations as to the Construction of Building in Reinforced Concrete, 9d.
17. Rules under the Petroleum and Oil Fuel (Landing and Storage) Law Cap. 308 made on 6th March, 1941, 6d.
18. Code of Regulations of the Education Department, 1945, 1/-.
19. Code of Regulations, Education Department Schedules A, B and D 1/- (*Out of Print.*)
20. Regulations for carrying out the purposes of Section 2 of the Tariff Law, 1925, as amended by Law 14 of 1932, 3d. each.
21. Regulations (made under Sec. 20 of the Motor Vehicles Insurance (Third Party Risks) Laws 1939). Price 9d.
22. Industrial and Provident Societies—Rules 1/-.
23. Statutes (Imperial and Jamaican) and Regulation relating to British Nationality, Naturalization of Aliens and the Loss of British Nationality, compiled by Hector Josephs, K.C., 1/-.
24. Rules and Regulations, Barbers, 6d.
25. “ “ “ Court of Appeal, 1/-.
26. “ “ “ Electric Lighting Law, 6d.
27. “ “ “ Road Traffic Law, 1/-.
28. “ “ “ Land Surveyors, 1/-.
29. “ “ “ Employment of Women, 6d.
30. “ “ “ Currency Notes, 5d.
31. “ “ “ Factories, 5d.
32. “ “ “ Recruiting of Workers—5d.

33. Colonial Air Navigation Order 1948, 6d. each.
34. Regulations under the Excise Duty Law 1941, (Law 73 of 1941), 1/- each.
35. British Nationality Act, 1948 (11 and 12 Geo. 6 Ch. 56), 1/- each.

AGRICULTURAL PUBLICATIONS

1. Agricultural Produce Law, Ch. 339, 1/-.
2. Regulations under the Agricultural Produce Law, 1926, (a) Citrus Fruit, (b) Cocoa and Coffee, (c) Honey and Wax, (d) Banana, 1d. each.
3. Banana Books, 4/- each.
4. Bulletins issued by Department of Science and Agriculture, Jamaica, 6d. each.

- No. 1. Survey of the Yields from Seedling Varieties of Sugar Cane in Jamaica, 1932-1933. Report by H. H. Croucher, B.Sc. and M. S. Goodman. (*Out of Print.*)
- " 2. Field Experiments on Sugar Cane in Jamaica, 1932-1933. Report by H. H. Croucher, B.Sc. (*Out of print.*)
- " 3. The Cultivation of Citrus in Jamaica. By A. C. Barnes, B.Sc., F.I.C., A.M.I.Ch.E. (*Out of print.*)
- " 4. A Survey of the Yields of Sugar Cane in Jamaica, 1933-34. Report by H. H. Croucher, B.Sc. (*Out of print.*)
- " 5. Maturity Tests for Citrus—A Report on Laboratory Data. By H. H. Croucher, B.Sc.
- " 6. Insecticides to Control Insect Pests in Jamaica. By W. H. Edwards, D.I.C., F.R.E.S. (*Out of print.*)
- " 7. Dairy Farming in Jamaica. By J. W. Howe, B.S.A., M.Sc. (*Out of print.*)
- " 8. A Survey of the Yields of Sugar Cane in Jamaica, 1934-35. Report by H. H. Croucher, B.Sc.
- " 9. Field Experiments on Sugar Cane in Jamaica, 1933-36. Report by H. H. Croucher, B.Sc.
- " 10. Progress Report on Damage done in the Kingston and St. Andrew Area by Termites which infest Buildings. By W. H. Edwards, D.I.C., F.R.E.S. (*Out of print.*)
- " 11. A Survey of the Yields of Sugar Cane in Jamaica, 1935-36. Report by H. H. Croucher, B.Sc.
- " 12. Reprints of Miscellaneous Articles, 1936. (*Out of print.*)
- " 13. Report on an Agricultural Survey in the Cayman Islands. By W. H. Edwards, D.I.C., F.R.E.S.
- " 14. Proceedings of the Summer Course of Lectures and Demonstrations, 1937.
- " 15. Cercospora Leaf Spot of Bananas. By F. S. Ward, B.S.A.
- " 16. A Survey of the Yields of Sugar Cane in Jamaica, 1936-1937. Report by H. H. Croucher, B.Sc.
- " 17. Soil Erosion and Conservation in Jamaica, 1937. By H. H. Croucher, B.Sc., and C. Swabey, B.Sc.
- " 18. Reprints of Miscellaneous Articles, 1937.
- " 19. Fertilizer Investigations with the Gros Michel Banana. By H. H. Croucher, B.Sc., and W. K. Mitchell.
- " 20. Field Experiments on Sugar Cane in Jamaica, 1936-1939. Report by H. H. Croucher, B.Sc., and M. S. Goodman.
- " 21. Forestry and Erosion in Haiti and Puerto Rico—By C. Swabey, B.Sc.
- " 22. Report on the Coconut Growing Areas of Jamaica—By F. M. Bain.

- No. 23. A Survey of the Yields of Sugar Cane in Jamaica, 1938-1939. Report by R. F. Innes, Agricultural Chemist.
- " 24. A Survey of the Yields of Sugar Cane in Jamaica, 1937-1938. Report by H. H. Croucher, B.Sc.
- " 25. Reprints of Miscellaneous Articles, 1938.
- " 26. Banana Leaf Spot Investigations:
The Basis of Control. By R. Leach, B.A. (*Out of print*).
- " 27. Reprints of Miscellaneous Articles, 1939.
- " 28. A Survey of the Yields of Sugar Cane in Jamaica, 1939-1940. Report by R. F. Innes, Agricultural Chemist. (*Out of print*).
- " 29. Principal Timbers of Jamaica. By C. Swabey, B.Sc. (*Out of print*).
- " 30. Citrus Pests Investigation. Report on a visit to Jamaica, in November, 1940. By R. G. Fennah.
- " 31. A Survey of the Yields of Sugar Cane in Jamaica, 1940-41. Report by R.F. Innes, Agricultural Chemist. (*Out of print*).
- " 32. Diseases of Plants in Jamaica. By E. B. Martyn, B.A., A.I.C.T.A. (*Out of print*).
- " 33. A Summary of the Legislation of Jamaica relating to Agriculture and Forestry, 1944. (*Out of print*).
- " 34. Report on Banana Breeding. By L. N. H. Larter, B.Sc., A.R.C.S., A.I.C.T.A. Price 1/-. (*Out of print*).
- " 35. Notes on the Chemical Composition of Some Grasses Grown in Jamaica. By R. F. Innes, B.Sc., A.I.C., A.I.C.T.A. Price 1/-.
- " 36. A Study Tour of Centres of British Agriculture with Special Reference to Agricultural Mechanization and its application to Jamaican conditions, Pt. I—1/-.
- " 37. A Study of Centres of British Agriculture with Special Reference to Agricultural Mechanization and its application to Jamaican conditions, Part II—1/-.
5. Agriculture in Jamaica, 1/1.
6. Handbook of Agriculture in West Indies, 10/-.
7. The Principal Agricultural Pests of Jamaica, 2/-.
8. Irrigation Reports, 1927, Five Reports by C. F. Stewart Baker, M.I.C.E. Illustrated by 5 diagrammatic maps in colours, in Gazette Supplement form, 6d.
9. Proceedings of Ninth West Indian Agricultural Conference, 1924. 238 pp., 2/6.
10. Produce Dealers Account Books, small 9/-.
11. Extracts from Reports of the Imperial Economic Committee on Marketing and Preparing for Market of Foodstuffs produced in the Overseas Parts of the Empire. Third Report—Fruit, 1926, 34 pp., 1/-.
12. List of Properties of 50 acres and upwards, 1938, 2/6.
13. The Rainfall of Jamaica from about 1870 to end of 1909, with maps, 2/6.
14. The Rainfall of Jamaica from about 1870 to end of 1919, with maps, 2/6.
15. The Rainfall of Jamaica from about 1870 to end of 1929, with maps, 2/-.
- 15a. The Rainfall of Jamaica from about 1870 to 1939, 2/-.
16. Report upon the Forest of Jamaica, 1886, E. D. Hooper, Indian Forest Department 1886, 1/-.
17. Address by Sir William Furse, K.C.B., D.S.O., "The Work of the Imperial Institute", 1/-.

18. Statistics of the Sugar Industry of Jamaica. Prepared for the use of the Sugar Commission, 1929. 102 pp., F'cap. folio, 2/-.
19. History of Hope Farm and Part 1 of Jamaica Herd Book of Pure Bred Cattle, 5/-.
20. A Preliminary List of Plant Diseases in Jamaica by Larter & Martyn, 2/3.
21. Report of the Jamaica Banana Commission, 1936, 6d. (*Out of print*)
22. Meteorology of Jamaica, 1936, 1/-.
23. Report of the Banana Leaf Spot Control Advisory Board, 1/-.
24. " Parish Rainfall, 1/-.
25. " Table of Rainfall Records, 1/-.
26. " Committee on Banana Insurance, 1/-.
27. " " Department of Agriculture, 1914, 1/-.
28. " " Reorganization of the Coconut Industry, 1/-
29. " Memo Colonial Agricultural Policy, 1/-.
30. " Agricultural Policy Committee of Jamaica, 1945, 1/-.
31. " Agriculture, Fisheries, Forestry and Veterinary Matters by Prof. F. L. Engledow, 3/6.
32. Special Report on Land Settlement, by Agricultural Policy Committee, 1/-.
33. Report, Sugar Industry Committee, 1944-45, 1/-.
34. Rehabilitation of the Coffee Industry, 1/-.
35. Report, Economic Survey in Sugar Industry, 2/3.
36. Investigations, Banana Leaf Spot on Gros Michel 2/- each.
37. Forestry Bulletin No. 1, 1/3.
38. Report Cost of Production of certain Local Food Crops, 1/6.
39. " Survey of Animal Husbandry, etc., Br. Guiana, 6d.
40. Forestry in Cayman Islands, 6d.
41. Report of the British Guiana and British Honduras Settlement Commission (Cmd. 7533) 7/11d. each.
42. Report (Interim) Committee Insurance Hurricane Damage to Coconut Plantation, 1/- each.
43. Report, Cattle, Banana, Coconut Citrus Investigation Committee, 1/6 each.

MEDICAL AND HEALTH PUBLICATIONS

1. Sale of Drugs and Poisons Law, Ch. 79, 1/-.
2. Public Health Law, Ch. 71, 1/-.
3. Address by Dr. Andrew Balfour, C.B., C.M.G., "Why Hygiene Pays", 1/-.
4. Jamaica Health Stories and Plays, by B. E. Washburn, M.A., M.D., Demy 8v., 110 pages, 1929. Stiff paper cover, 4d. each or 3/- a dozen.
5. Forms, Private Nursing Homes, 10/- per 100.
6. Report Epidemiology of T.B. in Jamaica, 1/-.
7. " Social Hygiene, Parts I and II, 1/- each.
8. " Vomiting Sickness 1943, 1/-
9. " Agricultural Policy Committee on Nutrition in Jamaica, 1/-.
10. Public Health Regulations, 1/-.
11. Report Nutritional Condition of Babies in Jamaica, 6d.
12. 1st Veterinary Conference 1947, 1/- each.

MISCELLANEOUS PUBLICATIONS

1. Census of Jamaica and its Dependencies, 1911, 1/6, 1943, 12/-, (paper cover).
2. Census Bulletins of 1943 issued by the Central Bureau of Statistics, Jamaica at 6d. each.

- No. 1. Population classified by sex, under 21 years of age and 21 years of age for parishes and principal towns.
- " 1a Population gainfully occupied.
 - " 2. Population by Census distribution with maps.
 - " 3. Population of blind and deaf mutes, Turks and Caicos Islands and Cayman Islands included.
 - " 4. Final, count by towns and parishes, conjugal, racial, religious, 5 year age groups.
 - " 5. Literacy, School attendance, ages by single years.
 - " 6. Conjugal condition 15 years and over.
 - " 7. Movement of population, place of birth by sex.
 - " 1. (Agriculture) Population on farms, 1 acre and over, number of swine, area of sugar cane.
 - " 3. (Agriculture) Livestock, animal products.
3. 1943 Census Administrative Progress Report, 1/-.
 4. The Jamaica Gazette (Weekly) including Supplements, 20/- per annum in Jamaica. 25/- abroad payable in advance. Separate copies of Gazette, 6d. Extraordinary Gazette, 6d.
 5. Supplements to the Jamaica Gazette, containing Bills as introduced into Legislative Council, 6d. each, containing Laws as passed 1/- each.
 6. Jamaica Gazette (Defence) Supplements, 1941, 1943 and 1944, 5/- per volume.
 7. Finance and Appropriation A/c., Annual 2/6.
 8. Jamaica Civil List and Records of Public Officers (Annual), 2/6. (*Out of print*).
 9. Handbook of Jamaica, 10/-.
 10. Minutes of the Legislative Council, House of Representatives, Annual, 5/-.
 11. Estimates of Revenue and Expenditure, as passed by the House of Representatives 5/-, of the K.S.A.C. 2/6, of Parochial Boards 2/6, of Water Commission, 2/6.
 12. Memorandum on Estimates, 1/-.
 13. Trade Report Annual, 5/-.
 14. Notes on the Geology of Jamaica (with maps) 1913, by Maxwell Hall, M.A., F.R.A.S.F.R. Met. Soc., 1/-.
 15. Report on the Finances of Jamaica, 1899, by Sir D. Barbour, K.C.S.I., 1/-.
 16. Report on the Finances of Jamaica, by H. E. Dale, c.B., 5/-.
 17. Report on Transport Problems in Jamaica, 1923, by Lt.-Col. F. D. Hammond, c.B.E., D.S.O., with map, 5/-, without map 4/-.
 18. Report of the First West Indies Conference, Jan.-Feb., 1929, 144 pp. F'cap folio, 2/6.
 19. Report of the Commission on Government Savings Bank, 1/-.
 20. Report of the Transport Commission, (1933), 1/-.
 21. Debates of the Legislative Council from 1936, Annual Set £3.
 22. Report on Jamaica Government Railway—Bland, 1/-.
 23. First Report—Nutrition in the Colonial Empire, Parts I and II, 5/6.
 24. Recommendations of West India Royal Commission 1938-39; 30 pp., 6d.
 25. Address on the Constitution, 6d.
 26. Bankruptcy Forms, 3/9 per set.
 27. Certificate of Origin of Goods under Law No. 4 of 1925, 2/6 per 100.
 28. Imperial Preference Forms, 3/- per 100.
 29. Naturalization Forms, 6d. each.

30. Governor's Address to Legislative Council, 1/-.
31. Handbook of Legislative Council and House of Representatives, 1/6.
32. Road Code, 1d.
33. Result, Jamaica Local Examination, 1945 and 1948, 5d. each.
34. Report All Island Telephone System, 1/- (*Out of stock*).
35. " Building Industry, (1941), 2/6.
36. " Central Housing Advisory Board, 1/-.
37. " Illegitimacy and Concubinage, 1/- (*Out of print*).
38. " Middle Class Unemployment, 1/-.
39. " Poor Relief, 1938, 1/-.
40. " Swamp Reclamation Scheme, 1/-.
41. " Tenancy Reform, 1/- (*Out of print*).
42. " Earthquakes in Jamaica, 1/-
43. " Hurricane, 1933, 1/-.
44. " Memo on Trench Town, 1/-.
45. " Meteor. Results of Barometer Pressure, 1/-.
46. " Passenger Transport Service, Fearnley, 1/-
47. " Proposed Harbour Improvements, 1/-
48. " By The Stockdale Commission, 6d. each.
- No. 2. Youth Clubs.
- " 3. Agriculture.
- " 9. Poor Relief Re-organization.
- " 15. Cayman Islands.
- " 16. Social Welfare, Residential Schools.
- " 17. Poor Relief Re-organisation.
- " 18. Social Welfare.
- " 19. General.
- " 20. Education in Jamaica.
- " 21. Social Welfare.
- " 22. Prisons.
- " 23. Water Supplies.
- " 24. Public Health in Jamaica.
- " 47011 Boys Scouts Association.
49. Report, Secondary Education, Kandel, 1/-.
50. " Subordinate Employees, 3/-.
51. " Industrial Relations Committee, (Interim), 1/-.
52. " Subordinate Staff, K.S.A.C., 1/-.
53. " Local Government Reform (Hill), 1/- (*Out of print*).
54. " Apprenticeships Committee, 1/-.
55. " Committee on Economic Policy, 1/-.
56. " Land Taxation and Valuation, 1/-.
57. " Training of Local Government Officers, 1/-.
58. " Elections, 1944 and 1947, 2/- ea.
59. " Committee on Asylum, 1/-.
60. " " Disturbance at Frome 1938, 1/-.
61. " " Disturbance, 1938, 1/-
62. " " Fire 23rd Oct., 1937, 1/-.
63. " " Lands Department, 1935, 1/-.
64. " " Parochial Boards, 1899, 1/-
65. " " Prisons, 1926, 1/-.
66. " " Pension Legislation, 1/-.
67. " " Regrading—Jamaica Govt. Railway, 1935, 1/-.
68. " " Regrading—P.Ms. 1937, 1/-.
69. " Munro and Dickenson Trust, 1/-.
70. " West Indian Conference, Barbados, (1944), 6d.
71. " Statement Cost of Restoration Flood Damage, (1933), 1/-.

72. Report, Women Institute Movement in Britain, 6d.
73. " Reprint of Import and Export Duties, 1/-.
74. " Preservation of Wooden Buildings in the Tropics, 1/3.
75. " Ten Year Plan of Development, 1/-.
76. " Library Plan of Jamaica, 1945, 1/- (*Out of print*).
77. " Co-operation in Jamaica, 1944, by E. Lucette, 6d.
78. Booklet, Examination Papers, 1945, (Training College and Jamaica Local), 1/- each.
79. " Colonial Development and Welfare Bulletin No. 15, Cost of Education, 6d.
80. " Potentialities of the Tourist Trade Industry in Jamaica, 1945, 1/-.
81. " Memorandum of Agreement between Colonial Secretary and Jamaica Telephone Co., 1945, 1/-.
82. " West India Royal Commission, 1938-39, 7/6 (*out of print*).
83. " Dev. and Welfare in W.I., 1943-44, 2/-.
84. " W.I. Royal Commission Statement of action taken, 2/-.
85. " Development of Co-operatives in Jamaica, 1/-.
86. Report, Memo on B.W.I. Inter-Colonial Trade, 6d.
87. " Proposed Road Improvement, 1/-.
88. Plan for Post Primary Education in Jamaica, 1/6.
89. Report on Constabulary—Calver, 1/3. (*Out of print*).
90. " on Constabulary—Campbell, 1/-.
91. " on Transport in Jamaica, Rooke, 2/-.
92. " on Conference Closer Association of B.W.I., Part I, 9d., Part II, 3/-.
93. " West Indian Census 1946, Part E., British Honduras, 2/6.
94. " West Indian Census 1946, Part G, Leeward Islands, 3/-.
95. Blue Book of Jamaica 1945, 10/-.
96. Annual Report of Government Departments (various prices).
97. Report, Committee Senior and Clerical Staff of Parochial Board 1946, 1/-.
98. Constitution of Jamaica, 1944, 6d.
99. Report, Committee on Electoral Divisions, 1/-.
100. " Anomalies Committee, 1/-.
101. Admission Registers, 7/6 each.

The following maps and prints are sold by the Survey Department:—

Maps of Jamaica 2.698 miles to 1 inch—

Coloured in Two Sheets	..	..	6/- each
Black and White, One Sheet	..	..	5/- "
Black and White, One Sheet, mounted	..	..	16/- "
Coloured and White, One Sheet, mounted	..	..	20/- "

Photographic prints of the following maps:—

Maps of each Parish 1" to 1 mile	..	..	21/- "
Maps of Liguanea Plain and Kingston (2 sheets)	..	..	..
1/10,000	..	..	21/- "
Map of Jamaica, approximately 6.3 miles to 1 inch, coloured, unmounted	..	..	1.6 "
Pomeroy Sheets, 2½" to 1 mile; set of Four Sheets showing Kingston and portions of St. Andrew, St. Catherine and St. Thomas	..	..	..
Mounted	..	..	26/- per set
Unmounted	..	..	20/- "

**STATEMENT OF EXPENDITURE INCURRED ON THE MORE IMPORTANT
DEVELOPMENT AND WELFARE SCHEMES FINANCED ENTIRELY
FROM LOCAL FUNDS (TEN YEAR PLAN DURING 1949-50)**

<i>Agriculture</i>	£	s.	d.	£	s.	d.
Irrigation Works	31,245	13	7			
Purchase of Ploughs	7,764	4	4			
Canning Experiments	186	14	0			
Cocoa Expansion	4,582	7	6			
Land Settlement	541,791	0	0	585,569	19	5
<i>Communications</i>						
Roads	83,133	1	8			
Railway Improvement Works ..	5,840	17	5	88,973	19	1
<i>Education</i>						
Libraries	10,000	0	0			
Infant Schools	7,486	1	0			
Scholarships for Teachers	3,863	10	3			
Erection and Equipment of Kitchens	4,200	0	0			
Manual Training Centre	500	0	0			
Domestic Science Centres	500	0	0			
Supplementary Class Rooms	4,950	16	7			
Physical Training in Schools ..	339	1	5			
Contribution to West Indies Uni- versity College Recurrent Costs	24,213	0	0			
Contribution to West Indies University College for Opera- tion Preliminary Training						
School for Nurses	13,224	0	0	69,276	9	3
<i>Industrial and Trade Development</i>						
Tourist Trade Publicity				20,000	0	0
<i>Public Health</i>						
Town Planning Office, staff, etc.	2,293	9	2			
Central Housing Authority— Administration	9,218	14	7			
Housing on Land Settlement ..	128,805	8	5			
Tanks—Dry Areas:						
First Programme £3,677	0	0				
Second Programme 178	14	5				
Fourth Programme 268	13	8	4,124	8	1	
Domestic Water Supplies:						
Contribution to Parochial Water Supplies Fund (see C.D. & W. Scheme D880, Expenditure Local Funds)						
Hospitals:						
Buff Bay	1,743	16	5			
Minor Improvements	5,554	5	10			
Yaws Control (formerly Scheme D89)	1,805	12	8			
Malaria Research (formerly Scheme D113)	4,583	19	7			
Rural Health Demonstration Scheme D182)	256	12	8	158,386	7	5

<i>Social Services</i>			£	s.	d.	£	s.	d.
Probation Services			5,027	8	10			
Children's Authority			391	7	11			
School Meals	£37,925	3 8						
Less Ordinary								
Basic	3,000	0 0	34,925	3	8	40,344	0	5
<hr/>								
<i>Miscellaneous</i>								
Scholarships and Training Schemes			3,376	13	2			
Milk River Baths			183	13	4			
Office Accommodation—								
Secretariat			13,238	1	9			
Administration								
Secretariat	£4,511	6 4						
Public Works								
Department	7,832	12 1	12,343	18	5	29,142	6	8
<hr/>						<hr/>		
						£991,693	2	3
						<hr/>		

STATEMENT OF EXPENDITURE INCURRED ON THE MORE IMPORTANT
COLONIAL DEVELOPMENT AND WELFARE SCHEMES INITIATED
OR IN PROGRESS DURING 1949-50

	C.D. & W. Funds			Local Funds		
	£	s.	d.	£	s.	d.
<i>1. Agriculture</i>						
R 82—Refrigerated Banana Gas Storage ..	5,762	11	3			
R197B —West Indian Banana Research ..	3,549	16	6			
D121 —Afforestation ..	25,253	18	7	10,398	13	6
D297 &						
D297A— Department of Agriculture—Extension ..	195,096	17	4	131,012	19	9
D306 —4-II Clubs—Jamaica ..	6,259	13	11	700	0	0
D477 —Coffee Rehabilitation ..	9,196	16	3			
D984 —Geological Survey ..	6,773	2	4			
D1186—State Aid to Agriculture	5,004	0	6			
<hr/>				<hr/>		
	£256,896	16	8	£142,111	13	3
<hr/>						
<i>2. Health Services</i>						
D209A —Public Health Training Centre ..	£8,087	4	10	£1,871	12	7
D527 &						
D527A—Urban and Rural Housing	4,941	9	8	9,882	19	5
D533 —Town Planning Officer	1,394	19	0			
D634 &						
D634A—New Hospital—Annotto Bay ..	19,630	0	10	18,883	6	10
D741 —Catchments and Storage Tanks (Third Programme)	11,863	5	7			
D748 &						
D748A—Water Supply—Old Harbour ..	1,893	16	9	1,893	16	10

	C.D. & W. Funds			Local Funds		
	£	s.	d.	£	s.	d.
D880—Minor Water Supplies	11,706	0	0	12,236	1	0
D937 & D937A—Water Supply, Bath, Frankfield, Falmouth	16,378	11	0	16,378	11	1
D985 & D985A—Water Supply, May Pen, St. Ann's Bay and Duckensfield ..	6,564	19	1	6,564	19	1
D1011—New Hospital, Spanish Town	25,846	18	0	8,615	12	9
D1012—Water Supply, Hector's River ..	2,481	10	8	2,481	10	7
D1027 & D1027A—Water Supply, Runaway Bay ..	3,636	0	11	3,636	1	0
D1090—Catchments and Storage Tanks (Fourth Pro- gramme)	31,203	17	10	..	..	..
D1144—Yaws Control ..	10,084	2	7	..	..	..
D1145—Water Supply, Ewarton, Linstead	36	1	8	36	1	9
D1146—Water Supply, Deeside, Wakefield, Friendship	1,574	3	5	1,574	3	4
D1147—Water Supply, Easington, Yallahs, Lloyds Pen	343	15	3	343	15	3
D1149—Rural Health Demon- stration ..	5,875	14	6	5,875	14	6
	<u>£163,544 11 7</u>			<u>£90,274 6 0</u>		

3. Education

D286—Building Officers, Educa- tion Department ..	£1,590	6	8	..	..	..
D364—Elementary School build- ings ..	153,873	19	7	£7,508	18	11
D1125—Books and Stationery, Elementary Schools ..	6,612	9	0	..	..	..
D1214—Playgrounds, Elementary Schools ..	290	0	0	..	..	..
	<u>£162,366 15 3</u>			<u>£7,508 18 11</u>		

4. Social Services

D130—Chief Probation Officer	£912	5	4	..	..	..
D162 & D162A—Social Welfare Officer	1,328	7	3	£138	9	8
D231—Social Welfare, Kingston and St. Andrew ..	1,993	0	5	..	..	..
D960 & D960A—Social Welfare Training Course, 1948 ..	384	13	9	291	17	9
D1167—Salvation Army, Institute for Blind, Extension	9,500	0	0	..	..	..
D1169—Jamaica Social Welfare Commission ..	31,000	0	0	..	..	..
D1275—Juvenile Prison, Bamboo	1,195	1	9	..	..	..
	<u>£46,313 8 6</u>			<u>£430 7 5</u>		

	C.D. & W. Funds			Local Funds		
	£	s.	d.	£	s.	d.
<i>5. Miscellaneous</i>						
D153 &						
D153A—Vital Statistics ..	2,258	8	10	..		
D218 &						
D248A—Additional Staff— Secretariat and Treasury ..	3,342	10	10	..		
D633B—West Indian Census ..	330	4	8			
D1237 —Assistance, Jamaica Society for Prevention of Cruelty to Animals	500	0	0	..		
<i>6. Industrial Development</i>						
D999 —Erection and Operation of Canning Plant ..	2,733	2	2	..		
	£2,733	2	2	..		

SUMMARY

	£	s.	d.	£	s.	d.
Agriculture	256,896	16	8	142,111	13	3
Health Services	163,544	11	7	90,274	6	0
Education	162,366	15	3	7,508	18	11
Social Services	46,313	8	6	430	7	5
Miscellaneous	6,431	4	4	..		
Industrial Development ..	2,733	2	2	..		
	638,285	18	6	240,325	5	7

No. 2

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to refer to the programme of major water supply schemes which are being constructed under the Ten-Year Plan of Development from funds made available by this Government and His Majesty's Government jointly, the latter under the Colonial Development and Welfare Acts 1940 and 1945. Particulars of these schemes were set out in Statement "A" accompanying my Message No. 58, of the 29th of September, 1948, the recommendations in which were approved by the House.

2. The Director of Public Works has reported that, due to increases in the cost of materials and labour which have occurred since the original estimates were prepared, it will be necessary to incur additional expenditure to complete the first ten schemes, i.e., the schemes the construction of which was to begin in the first year of the programme.

3. Completion estimates are now available for five of the schemes and the additional requirements in respect of each are set out hereunder :—

Scheme		Original Allocation	Revised Estimates	Excess
		£	£	£
D748	Old Harbour ..	12,200	14,530	2,330
D1027	Runaway Bay-Salem ..	8,000	10,000	2,000
D937	Frankfield ..	13,300	15,500	2,200
D937	Bath ..	7,000	7,600	600
D985	Duckenfield ..	5,200	7,000	1,800
		£45,700	£54,630	£8,930

4. I therefore seek your approval of an application being made to the Secretary of State for the Colonies for a supplementary grant of £4,465 from Colonial Development and Welfare funds to meet one-half of the estimated additional expenditure on these schemes, which is the proportion of the original cost met from that source, and of the remaining half of the cost being made available by this Government by loan to the various Parochial Boards, to which the schemes will be handed over on completion. This loan moiety will be met from provision under Loan Law 51 of 1949.

5. As soon as work has advanced sufficiently to enable the preparation of completion estimates in respect of the other five schemes, I will address you further regarding them.

6. A Resolution will be moved by the Minister of Social Services.

J. HUGGINS,
Governor.

King's House, Jamaica,
4th February, 1950.

No. 4

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to seek your approval for the submission to the Secretary of State for the Colonies of an application for an additional grant in the sum of £8,404 for the extension of Colonial Development and Welfare Scheme, D162, to provide for the post of Secretary, Social Welfare Services during a further period of three years and seven months as from the 1st of March, 1950, on which date the Scheme is due to expire.

2. The Scheme originally provided for the appointment of a Secretary on contract for a period of two years as from the 30th of March, 1943, with salary at the rate of £1,000 a year (non-pensionable). Subsequently, with the approval of the Comptroller, Development and Welfare, the period of the Scheme was extended further and in 1946 another extension of three years was approved by the Secretary of State, the salary attached to the post being then fixed at £1,200 per annum to which was added war bonus. This last extension expires on the 28th of February, 1950.

3. The Secretary of State has agreed in principle to the extension of the Scheme for a further period of three years and seven months as from the 1st of March, 1950, and the Executive Council has decided to

recommend that an application for its extension should be submitted accordingly. The Executive Council is of opinion, however, that the title of the post should be changed to Social Welfare Adviser, instead of Secretary for Social Welfare Services, and that the salary should be at the rate of £1,300 a year (non-pensionable) without war bonus, subject to the terms and conditions previously applicable, which include travelling and subsistence allowances, passages and super-annuation contributions.

4. Up to the present time, clerical assistance has been provided from the personnel of the Secretariat, but it is now proposed to ask the Secretary of State to provide funds under the Scheme for such assistance as from the 1st of April, 1950.

5. The expenditure required to extend the Scheme to the 30th of September, 1953, on the lines indicated above, is estimated as follows:—

Salary, Social Welfare Adviser (formerly Secretary Social Welfare Services)—		
1st March, 1950 to the 30th September, 1953		
at £1,300 a year	..	£4,659
Travelling and subsistence allowances	..	1,455
Passages	..	560
Pension contribution—£20 a year for 3 years		
7 months	..	72
Salary—Clerical Assistance—1st April 1950 to 30th September, 1953, at £445-25-495 a year	..	1,658
Total	..	£8,404

6. A Resolution seeking the approval of the House for the submission of an application to the Secretary of State for a supplementary grant in the sum of £8,404 as detailed in paragraph 5 of this Message, will be moved by the Minister for Social Welfare.

J. HUGGINS,
Governor.

King's House, Jamaica,
10th February, 1950.

No. 5

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to seek your approval of the following proposals for the improvement of the water supply serving Montego Bay:—

- (i) to proceed at once with the first stage of a scheme of improvements, as detailed in paragraph 4 below, at an estimated capital cost of £15,000 to be made available by loan to the Parochial Board of St James, from out of loan monies provided under the authority of the Loan Law of 1949; and
- (ii) to submit to the Secretary of State for the Colonies an application for a grant of £16,275 under the Colonial Development and Welfare Acts, 1940 and 1945, to meet one-half of the estimated cost of the second stage of this Scheme, the remaining half of the cost to be met in the same manner as proposed for the first stage.

2. A Scheme, in two parts, for improvement of this water supply was included in the programme of Major Water Supplies contained in my

Message No. 58 of the 29th of September, 1948, which was approved by the House, to be carried out during the second and third years of that programme, as follows :—

1949-50	..	..	£19,550
1950-51	..	..	40,000
			<hr/>
			£59,550

3. It has since become necessary, however, to vary the details of this scheme, to add certain works which were not originally provided for, and to revise the priority of certain items in the scheme. First among these is the covering of the two open reservoirs at Appleton Hall and Miranda Hill, in order to stifle algal growth in the reservoirs by the exclusion of sunlight, and to minimise, if not altogether remove, the incidence of pollution in the system. This measure is considered a first priority in any scheme for the improvement of the Montego Bay water supply, so that there may be removed at the earliest possible date impurities in the supply which are not only injurious to the health of the community but may also have damaging effects upon the reputation of the town as a tourist resort.

4. It is proposed to carry out the revised scheme in three stages, as follows :—

STAGE I

Covering of the two reservoirs of Appleton Hall and Miranda Hill which serve the town, and provision of two extra chlorinators:

Estimated total cost of Stage I £15,000

STAGE II

- (a) To improve and extend the supply in the Brandon Hill-Rosemount area.
 - (b) To improve the method of supplying water to the hotel area.
 - (c) To provide, in part, for a supply in the Red Hills area situated above the Miranda Hill reservoir.
 - (d) To develop the supply available from the Tuckers Well by the installation of a new pump, motor, and 12" pipeline.
 - (e) To provide the necessary chlorinators at the Tuckers Well and at Brandon Hill reservoir.
- Estimate total cost of Stage II £32,550

STAGE III

- (a) To extend the supply further into the Rosemount and Red Hills areas, and to provide a supply for the Salem District.
 - (b) To improve certain trunk mains supplying the town proper.
 - (c) To instal a further electrically operated pump at Reading pumping station.
 - (d) To instal stand-by pumps to deliver water to Miranda Hill reservoir and to the Rosemount area.
 - (e) To provide a filter plant
- Estimated total cost of Stage III £30,000
- Estimated total cost of Scheme £77,550

5. It is proposed, subject to your approval, to proceed forthwith to place orders for materials required for the implementation of Stage I, and to seek the sanction of the Secretary of State to Stage II, of the Scheme. It is not thought advisable to put forward, at the present time, firm proposals for Stage III, since this includes provision for a filtration plant, the necessity for which has not yet been definitely established and cannot be determined until the effect of covering the reservoirs (Stage I) can be observed. Stage III, therefore, is not now for consideration in detail but is mentioned here for the information of Members, since the execution of at least part of it will be necessary in due course for completion of the Scheme.

6. The Parochial Board has accepted the financial commitments consequent on the proposals made in this Message in connection with Stages I and II of the Scheme.

7. A Resolution will be moved by the Minister for Social Welfare seeking the approval of the House for these proposals.

J. HUGGINS,
Governor.

King's House, Jamaica,
11th February, 1950.

No. 7

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to refer to paragraph 8 of the Press Release published in the local daily newspapers on the 6th of February, 1950. (a copy of which is attached for convenience of reference), on the subject of the guaranteed prices for yellow and red corn, and, in accordance with the decision of the Executive Council, to seek the authority of the House for expenditure of a sum of £12,000 from the General Working Account of the Department of Commerce and Industries in order that an order may be placed immediately in the United Kingdom for additional machinery to enable the Government cornmeal factory to double its present milling capacity.

It is anticipated that the amount stated above will be sufficient to cover purchase of the necessary equipment, freight and other incidental expenses which are estimated to be as follows:—

(i) grinding and dressing machinery and accessories, similar to existing plant but incorporating improvements	£8,200
(ii) freight	£1,000
(iii) motors, installation and other incidental charges	£2,800
	<hr/>
	£12,000

2. A Resolution will be moved accordingly by the Minister for Agriculture, Lands and Commerce.

J. HUGGINS,
Governor.

King's House, Jamaica,
13th February, 1950.

No. 13

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to address you on the subject of the University College Hospital Estimates for 1950-51.

2. The Estimates, prepared and submitted by the University College Hospital Board of Management in accordance with section 5 (d) of the University College Hospital Law, 1948, Law 40 of 1948, were approved by the Governor in Executive Council on the 10th of February, 1950.

3. This approval is contingent on a grant of £15,690 from public funds for the Preliminary Training School for Nurses in respect of the financial year 1950-51 but in view of the anxiety of the Board of Management to appoint a Hospital Manager and Secretary, in a salary scale of £900x50-£1,200 in order that the person appointed might be sent to the United Kingdom for training, it is considered that the approval of the House for the grant of £15,690 should be obtained as early as possible.

4. A Resolution will accordingly be moved by the Minister for Finance and General Purposes, seeking the authority of the House for the provision of £15,690 under the Education Part II Estimates 1950-51 as a grant to the University College Hospital.

J. HUGGINS,
Governor.

King's House, Jamaica,
5th March, 1950.

No. 15

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to recommend for your consideration payment of an *ex gratia* award of five hundred pounds (£500), in addition to the normal award payable under Law, to Mrs. Beatrice V. Lewis, widow of the late Corporal and Detective E. A. Lewis of the Jamaica Constabulary Force, who died in the execution of his duty as a result of gun shot wounds received by him endeavouring to effect the arrest of Ivanhoe Martin (alias Rhyging).

2. In accordance with the provisions of the Jamaica Constabulary Force Law, Chapter 129, as amended by the Jamaica Constabulary Force (Amendment) Law, 1947, the Executive Council has approved the following awards to the dependents of the late Mr. Lewis, effective as from the 2nd of September, 1948:—

- (1) to Mrs. Beatrice Victoria Lewis, widow, a pension at the rate of sixty-three pounds, seventeen shillings and sixpence (£63 17s. 6d.) per annum;
- (2) to Joan Eileen Madge Lewis, child of the deceased, a pension at the rate of seven pounds, nineteen shillings and eight pence (£7 19s. 8d.) per annum;
- (3) to Winston Fitz-Arthur Lewis, child of the deceased, a pension at the rate of seven pounds, nineteen shillings and eight pence (£7 19s. 8d.) per annum;

- (4) to Hope Marjorie Lewis, child of the deceased, a pension at the rate of seven pounds, nineteen shillings and eight pence (£7 19s. 8d.) per annum.

War bonus at the rate of twenty per cent is now paid on the above pensions. In addition, temporary increased war bonus at the rate of £5 4/- per annum is being paid on each pension.

3. In a previous similar case two *ex gratia* awards of £250 each were paid to Mrs. Lucy Brown, the widow of the late Mr. G. R. Brown, First Class Constable, who was also killed in the performance of his duties.

4. A Resolution will be moved seeking the approval of the House for the payment of an *ex gratia* award of £500 to Mrs. Beatrice Lewis as proposed above.

J. HUGGINS,
Governor.

King's House, Jamaica,
5th March, 1950.

No. 17

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to address you on a proposal that the aeronautical wireless services at the Palisadoes and Montego Bay Airports, at present operated by this Government, should be operated by International Aeradio, Limited, in accordance with a Licence granted under the Wireless Telegraph Control Law, Chapter 247.

2. For the past four years, on the withdrawal of the Royal Air Force Signals Unit, these services have been operated by this Government. As civil aviation operations through Jamaica have increased progressively the cost involved has gradually mounted, and during the financial year 1949-50 it is estimated that the expenditure on the salaries of the staff concerned, which is shown under Sub-heads 1 (8), (9), (10), (11), (12), and (17) of Appendix G, General Charges—Abstract A, on page 235 of the Estimates, will be £8,163. Further expenditure is involved to the extent of another approximately £4,000, representing resultant costs of travelling allowances, transport, uniforms and war bonus for this staff, and of an additional amount of at least £2,000 required for maintenance of the equipment and light and power, so that at present these services cost approximately £14,000 annually.

3. International Aeradio, Limited, is a company established in the United Kingdom for the purpose of providing aeronautical facilities when requested to do so by the Governments concerned. A controlling interest in the Company is held by the United Kingdom Air Transport Corporations, but shares are also held by the other airlines which operate in areas in which the Company provides services, so that they have a voice in its operations. The Company operates on a non-profit making basis, recovering from the airlines concerned the cost only of the services provided.

4. Not only would adoption of the proposal before you relieve this Government of substantial expenditure but it would ensure higher operational standards than now obtain and uniformity of practice and procedure in the operation of these services in the Caribbean Area, since similar arrangements are already in force in Barbados and it is intended to extend them to other British territories in this area.

5. The following are the principal conditions which it is suggested should be attached to the Licence to the Company under the Wireless Telegraph Control Law:—

- (a) The Licence should be for a term of seven years;
- (b) the Company should be required to offer to the staff with whose services Government would be able to dispense employment on terms no less favourable than those which they enjoy at the date of the coming into effect of the Licence, or which they would enjoy on any implementation of the Mills report which might affect them, if that transpires within six months of the coming into effect of the Licence;
- (c) the Licence would be terminable at short notice should the Company fail to operate to internationally approved standards and practices, for the observance of which this Government must retain ultimate responsibility;
- (d) the Company would be allowed to charge the airlines using these services fees sufficient to cover operating costs;
- (e) a sum of £1,000 a year would be payable by Government to the Company for the carriage of messages relating to notices to airmen, meteorology and administrative questions affecting the Airport (these are a Government liability, so that it would not be possible to ask the airlines to pay for them);
- (f) the Company should be allowed to use free of charge the buildings at present used for these services but be required to maintain these and to pay for the equipment concerned a sum to be agreed on after depreciation has been taken into account (the equipment consists of a radio beacon at Montego Bay which was bought from Pan-American Airways and of transmitters and ancillary equipment at the Palisadoes which were secured from surplus Royal Air Force Stores but for which no price has yet been determined);
- (g) the Government would retain the right to assume control of the services in the event of an emergency; and
- (h) the Company should be required to employ local staff whenever suitable candidates are available.

6. I ask that you approve the grant of a Licence to International Aeradio, Limited, for the purposes and on the terms set out in this Message. A Resolution seeking your approval will be moved in due course.

J. HUGGINS,
Governor.

King's House, Jamaica,
14th March, 1950.

No. 18

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to submit for your consideration, the attached draft application to the Secretary of State for the Colonies seeking further assistance from Colonial Development and Welfare funds towards the cost of providing encouragement and direction for the 4-H Club Movement in Jamaica over a period of six years, commencing 1st April, 1950, (the remainder of the life of the Ten-Year Development Plan)..

Assistance to the Movement has been provided since 1st April, 1944, from an annual grant of £700 by the Jamaica Government and a grant of £42,000 under Colonial Development and Welfare Scheme D 306, the relative vote appearing under Part II of the "Agriculture" Head of Estimates. This scheme will expire on 31st March, 1950.

2. The Central Managing Committee of the 4-H Club Movement has been guided in its administration of the scheme by the general principles laid down by Mr. J. C. Hotchkiss, Assistant Adviser on Agricultural Education in the Development and Welfare Organisation in the West Indies, who reported on the Movement in Jamaica in 1945. As the Progress Report which is appended to the draft application discloses, progress has been satisfactory and in the continuation of the programme, steps are now to be taken to consolidate the work in the field and to integrate the direction of the Movement more closely with the Colony's Agricultural Extension Services.

3. The estimates of expenditure over the six-year period ending 31st March, 1956, amount to £54,318. No major changes in the personnel and Other Charges heads are contemplated except—

- (a) regrading of the post of Secretary-Supervisor from £400x£25-£550 to £550x£25-£650 per annum. The need for revision of the salary scale is urgent and it is proposed that it should be brought more in line with other posts of similar responsibilities in the Department of Agriculture and Agricultural Extension Services;
- (b) deletion of the post of Assistant Secretary—provision of this post is no longer considered necessary;
- (c) provision for 3 additional organisers, bringing the number to 11, including one Senior Organiser—in order that one Organiser may be made available to each of the areas to which an Agricultural Supervisor, Extension Services is now assigned;
- (d) provision for payment of travelling and subsistence allowances in accordance with Government approved rates.

The proposals for the establishment of an Agricultural Centre that will be available to all youth groups in the Island, instead of a "Rural Reconstruction" Centre designed to serve the needs of 4-H Club members and leaders only, will be brought before the House in due course, when estimates of the cost of maintaining such a centre have been worked out.

4. The Central Managing Committee had put forward proposals for the regrading of salaries, but Government has not found it possible to entertain these proposals at the present time. The question of the regrading of the staff of the 4-H Club Organisation will be considered together with that of the Jamaica Agricultural Society in the light of such decisions as may be taken on the Public Service Commissioner's Report on conditions in the Public Service, and of the Colony's financial position. It may therefore be that a recommendation will be made during the next year or so, which will involve some modification of the Scheme detailed in the attached draft application.

5. The Secretary of State has asked that in the case of Colonial Development and Welfare schemes which are intended to be ultimately financed from Colony funds, the Colony should undertake to bear a progressively increasing proportion of the annual expenditure under the scheme. It is therefore proposed to raise the Jamaica Government's contribution to £1,000 for the forthcoming financial year and to increase it by £1,000 per annum throughout the remaining five years of the new scheme. On that basis Jamaica's total contribution from 1st April, 1950 to 31st March, 1956, would be £21,000. The assistance being sought from Colonial Development and Welfare funds is therefore £33,318.

6. Since it was necessary to consider in good time, the question of the provision of funds for continuing the assistance to the Movement after the 31st of March, 1950, the Secretary of State for the Colonies has already been supplied with a copy of the draft application and has been requested to indicate whether he would be prepared to approve a further grant from Colonial Development and Welfare funds on the basis proposed therein if the application should be endorsed by Executive Council and the new House of Representatives.

The draft application received the support of the Chief Adviser, Development and Welfare Organisation in the West Indies, and the Secretary of State has indicated that he is prepared to approve the grant.

7. A Resolution will be moved accordingly in the House by the Minister for Agriculture seeking your approval for the formal submission of the application to the Secretary of State on the basis proposed.

J. HUGGINS,
Governor.

King's House, Jamaica,
24th March, 1950.

No. 20

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to address you on a proposal to revise the Laws of Jamaica.

2. The existing Revision of the Laws contains only Statutes in force on the 1st of August, 1938, and since that date more than eleven years of unusual legislative activity have passed. For some time there have been no copies of the existing Revision in stock and the type of that Revision has been broken up, so that newly admitted Legal practitioners are unable to obtain copies of the Laws of Jamaica and there are no copies available for issue to new Government Departments or Quasi-Government institutions.

3. I recommend that the Attorney General be appointed Commissioner to revise the Laws of Jamaica and that Mr. D. O. Swane, formerly Office Superintendent in the Secretariat, be engaged to do the actual work in connection with the revision, under the direction of the Attorney General; subject to your approval, the necessary enabling legislation will be placed before you in due course. Under present conditions it would not be possible to assign any member of the local Bench or any other Government officer to undertake the task, and Mr. Swane, who is at present in Jamaica in connection with the revision of Subsidiary Legislation, which would be facilitated by the Revision of the Laws now proposed, is peculiarly fitted, by reason of experience of this nature, to undertake the work.

4. If the foregoing proposal meets with your approval, it is proposed that Mr. Swane should be paid a salary at the rate of £1,000 per annum. It is estimated that the work would be completed within a period of 18 months.

5. On this basis it is estimated that the following expenditure would be incurred for the revision of the Laws during the financial year 1950-51 :—

Cost of Printing	..	..	£5,000
Salary of Mr. Swane	..	..	1,000
Passages	..	..	130
			<hr/>
			£6,130
			<hr/>

It is anticipated that the cost of revision and printing will be offset over a period of some years by revenue from sales of sets of the Revised Laws and also of copies of individual Chapters.

6. I accordingly suggest for your approval that a provision of £6,130 as indicated above be included in the Estimates of the Attorney General's Department for the year 1950-51. A Resolution to this effect will be moved in due course.

J. HUGGINS,
Governor.

King's House, Jamaica,
27th March, 1950.

No. 23

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to seek your approval of an advance payment to the Tourist Trade Development Board of a sum of £10,000 from the provision to be included under Head 48 "Subventions", Sub-Head 85 "Tourist Trade Publicity" of the Estimates of the Colony for 1950-51 in order to enable the Board to start its summer advertising campaign as soon as possible after the close of the present financial year.

2. A sum of £30,000 will be provided in the 1950-51 Estimates as Government's contribution towards the cost of the tourist advertising campaign. Of this amount it is the intention that £20,000 should be made available unconditionally to the Tourist Trade Development Board but that payment of the balance of £10,000 should be made on condition that this portion of Government's contribution will be proportionate to private contributions in the ratio of 3 : 2.

This would mean that if private contributions in 1950-51 should amount to £6,666 13s. 4d., the total Government grant would be £30,000 and a sum of £36,666 13s. 4d. available for advertising.

3. The sum of £10,000 which it is now proposed to advance to the Board does not depend upon approval of the specific amounts inserted in the 1950-51 Estimates since last year a similar advance was approved when the amounts in the estimates were £15,000 for an unconditional grant and £5,000 for a conditional grant. The advance of £10,000 may therefore be approved without prejudice to approval of the increase proposed in the 1950-51 Estimates.

4. The number of tourists who visited Jamaica during the calendar year 1949, was the highest on record (approximately 69,000) and for the first time our tourist traffic exceeded both Bermuda (61,863) and Nassau (32,019). In order to maintain and increase our traffic during 1950, it is essential for the Tourist Trade Development Board to be in a position to commence its publicity and advertising campaign as early as possible.

5. A Resolution seeking the approval of the House for the advance of £10,000 will be moved in due course.

J. HUGGINS,
Governor.

King's House, Jamaica,
25th March, 1950.

No. 27

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to seek your approval for the expenditure of a sum of £2,076 each year for a period of four years commencing with the year 1950-51 to finance in part a campaign for the eradication of the *Aedes Egypti* mosquito (the vector of Yellow Fever).

2. The World Health Organisation, through its Regional Offices, the Pan American Sanitary Bureau, is attempting to eradicate the *Aedes Egypti* mosquito throughout the Western Hemisphere and all British West Indian Colonies have been invited to co-operate. It is probable that, if the proposal outlined above is approved, Jamaica would become the headquarters for the programme in the Caribbean Area.

3. The campaign is estimated to cost £3,594, on an average, each year over the entire period of four years and of this amount the sum of £1,518 will be met from funds at present available to the Director of Medical Services under the Medical Vote for Malaria Control. Particulars of the proposed expenditure are set out hereunder:—

	Total Estimated Average Annual Cost
1 Temporary Sanitary Inspector ..	£300
12 Temporary Headmen, Grade II (40/- x 5/- = 45/- per week) ..	1,404
Travelling Allowances ..	242
Transportation ..	58
Subsistence ..	700
Uniforms (12 at £20 each) ..	240
Larvicides and Insecticides ..	200
Miscellaneous (printing, supplies) ..	250
Contingencies ..	200
	<hr/> £3,594
Available under Medical Vote "Malaria Control" ..	1,518
	<hr/>
Further amount required to supplement vote •	£2,076

4. It is recommended that the additional amount estimated at £2,076 per annum now sought should be provided in the Estimates of the Medical Department under the same sub-head which provides for "Malaria Control" and that this sub-head should be re-designated "Mosquito Control". In effect, the proposal is to increase the vote for "Malaria Control" by £2,076 and to extend the scope of expenditure to cover mosquito control, including the *Aedes Egypti*, and consequently it is necessary to change the designation of the sub-head.

5. The Minister for Social Welfare will in due course move a Resolution seeking the approval of the House for the proposal outlined in paragraph 1 of this Message.

J. HUGGINS,
Governor.

Kings' House, Jamaica,
1st April, 1950.

No. 31

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR
TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to place before you the following proposals concerning the Mona Reservoir :—

- (a) that certain soil tests and experiments should be carried out in order to determine the best means of treating the floor of the reservoir with a view to rendering it more watertight, and
- (b) that the cost of maintaining the reservoir since April, 1948, should be met from General Revenue.

2. The proposal that a reservoir which would store flood water from the Hope River for use in times of drought should be built at Mona was made to Government by the Water Commission in 1939, and, after investigating the engineering and financial aspects of the project, Government decided that the construction of a reservoir sufficient to store 700,000,000 gallons of water should be undertaken. Application was made for a grant from Colonial Development and Welfare funds towards the cost of this project and assistance to the extent of £382,000 was approved in October, 1942. As the work proceeded it became clear that the sum of £382,000 would prove insufficient to complete the structure and further assistance of £80,900 was subsequently sought and approved from the same source.

It was understood between this Government and the Government of the United Kingdom that the assistance would be made available as an interest-free loan in the first instance, with the possibility that it might eventually be converted into a free grant; but the decision whether the loan should be converted into a grant, in whole or in part, would not be taken until the reservoir had been completed and had been in operation for about three years, by which time it would be possible to assess the increase in the yields from land taxes and water rates arising out of this addition to the water supply of the Corporate Area.

3. The reservoir was completed by the 31st of March, 1948, except for certain minor installations which had been delayed through the difficulties of supply. By then the full amount of the assistance from Colonial Development and Welfare funds had been exhausted; in fact, it appears that the approved assistance has been exceeded by approximately £6,000, but the exact amount of the excess cannot be ascertained until all the machinery purchased for the undertaking has been disposed of and the proceeds of sale have been apportioned between this Government and the Government of the United Kingdom.

4. By an arrangement with the Water Commission which the House has already endorsed, certain lands, the property of the Commission, have been taken over by Government to be Jamaica's gift of a site for the University College of the West Indies. (My Message No. 44 of the 7th of October, 1947, refers). The understanding is that if the reservoir should serve its purpose satisfactorily, it will be handed over to the Commission without charge, neither will any charge be made on

Government for the value of the University site; should the reservoir prove a failure, however, Government will be required to pay for these lands.

5. In view of this arrangement, the Water Commission wished to be satisfied, before taking over the completed structure, that the reservoir would serve the purpose for which it was built. Unfortunately, owing to unusual conditions of drought in the Corporate Area during 1948, many months elapsed between the completion of the structure and the time when it first became possible to fill it; but its behaviour under the quantities of water which have been led into it since then discloses that, apart from the ordinary loss through evaporation, the loss through leakage is clearly excessive.

6. Messrs. Howard Humphreys and Sons, Consulting Engineers to the Crown Agents for the Colonies, to whom the Secretary of State had referred this Government's plans for the reservoir at the time when the application for assistance was put forward, were therefore requested to inspect the reservoir and to report on its behaviour. Mr. Guy Howard Humphreys, a member of that firm, visited Jamaica in April last year and has furnished the required report. A precis of his report has been laid on the Table of the House.

7. In summary, Mr. Humphreys' findings are that the reservoir cannot be said to be a failure, but is not truly complete; further expenditure will be required in order to reduce the leakage through the floor of the structure to a point at which natural processes can be relied upon to complete the treatment, and also to provide for the purification of the water from the reservoir. He recommends that soil tests and experiments should be carried out immediately by someone who has training and experience in the field of soil mechanics with a view to deciding on the best means of treating the floor.

8. It is therefore proposed to apply for further assistance under the Development and Welfare Acts, to meet the cost of these experiments, which is estimated at £2,600.

9. It would be unwise to take any decision in regard to the future of the reservoir until an estimate of the cost of making it watertight has been prepared. The proposed experiments are therefore both necessary and urgent and the House is invited to agree that, should the Secretary of State decline to approve further assistance from Colonial Development and Welfare funds, the cost of the soil tests and experiments now required should be met from Jamaica's revenues.

10. In the meantime, the delivery of the reservoir to the Water Commission has been postponed and, as Members will expect, it has been necessary to incur certain expenditure in the care of the structure until it can be handed over. The House is therefore invited to approve of a provision of £21,750 in the current year's budget to meet these costs of maintenance up to the end of the current financial year. The amount is made up as follows :—

Expenditure during 1948-49	..	£9,300
Expenditure during 1949-50	..	6,200
Expenditure during 1950-51	..	6,250
		<hr/>
		£21,750

11. A Resolution will be moved in due course by the Minister for Social Welfare, seeking your approval of these proposals.

J. HUGGINS,
Governor.

King's House, Jamaica,
21st April, 1950.

No. 34

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to address you on the subject of the arrangements for the purchase of the 1950-51 pimento crop.

2. As members are aware, the House of Representatives by Resolution of the 26th of October, 1949, approved the purchase by Government of the 1949-50 pimento crop and an increase in the price to growers from 5d. per pound to 6d. per pound with effect from the 1st of November, 1949. It was then indicated :—

- (i) that all profits accruing to Government on the sale of pimento would be earmarked for the benefit of the industry and that Government would be prepared to consider a proposal for the setting aside from such profits of a sum of £2,000 to assist the producers of pimento in organising the industry, should specific recommendations be put forward by representatives of the producers for such organisation; and
- (ii) that Government would continue to control the purchase of pimento in bulk until the industry is organised; on the understanding that should the industry not become organised within a reasonable time, the position would have to be reviewed.

3. As proposals have not yet been received for the organisation of the industry, it is proposed that Government should purchase the 1950-51 pimento crop and that, in view of the recent increase in the export price of pimento, the price to be paid to the grower should be increased from 6d. per pound to 9d. per pound with effect from the 1st of June, 1950.

An advance of £100,000 will be required to enable the Commissioner of Commerce and Industries to finance, in part, the purchase of this crop, the balance being met from funds available in the pimento trading account.

4. A resolution will be moved in the House at the first opportunity seeking your approval of the advance of £100,000 so that the purchase of the 1950-51 pimento crop may be proceeded with on the basis proposed.

J. HUGGINS,
Governor.

King's House, Jamaica,
3rd May, 1950.

No. 38

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

The Estimates of Revenue and Expenditure for the financial year 1950-51, together with the Financial Secretary's memorandum, which were forwarded for your consideration with my Message No. 36, of the 5th of May, 1950, indicated that the estimated deficit on the year's operations will amount to £358,288. It is also explained in the Memorandum that it would be necessary to draw on the Colony's surplus balance which, on the 31st of March, 1950, was estimated at £1,796,730, which figure includes some £450,000 for Unallocated Stores and £138,685

for outstanding advances. It was estimated that this balance would be reduced by the deficit of £358,288 to £1,438,442 on the 31st of March, 1951. It is clear, therefore, that if additional revenue is not found, the surplus balance may be seriously depleted before economic development results, directly or indirectly, in larger taxation yields. Obviously, therefore, it is necessary to raise additional revenue by means which are least likely to retard the country's economic development, in order to reduce, as far as possible, the depletion of the Colony's surplus balance.

2. The Executive Council, acting under section 7 of Law 73 of 1941, and section 6 of Law 34 of 1939, has, therefore, decided to impose the following additional taxation with immediate effect :—

- (a) an increase in the excise duty on cigarettes by 7d. from 4/5 to 5/- per 100; this should yield £110,000 in a full year and some £94,000 in the remaining ten and one-half months of this financial year;
- (b) an increase in the import duty on imported cigarettes as follows :—
 - (i) cigarettes manufactured within the British Empire and containing not less than 50% of tobacco grown within the British Empire to be increased from £1 10s. 4d. per lb to £1 13s. 8d. per lb;
 - (ii) cigarettes manufactured within the British Empire and containing less than 50% of tobacco grown within the British Empire to be increased from £1 11s. 4d. per lb to £1 14s. 8d. per lb;
 - (iii) cigarettes not otherwise specified to be increased from £1 12s. 4d. per lb to £1 15s. 8d. per lb.

These increases should yield some £4,500 in a whole year and some £3,900 in ten and one-half months.

- (c) An increase in the customs duty on imported spirits by 6/- a liquid gallon at 80% proof which will increase the price of whisky, gin and brandy by 1/- a bottle.
- (d) An increase in the duty on bitters, liqueurs and cordials by 7/6 a liquid gallon at 40% proof spirit in proportion to the increase provided in respect of whisky, gin and brandy.

3. The estimated revenue increase on the spirits specified above is £7,572 for a full year and should yield about £6,600 for the ten and one-half months.

4. It is, therefore, estimated that the total yield in respect of increased excise and customs duties will amount to £104,500 for ten and one-half months and £122,270 for a full year.

5. Appropriate resolutions will be moved by the Minister for Finance and General Purposes.

J. HUGGINS,
Governor.

King's House, Jamaica,
15th May, 1950.

No. 41

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

In my Message No. 38 of the 15th of May, 1950, I informed you of the decision of Executive Council to raise additional revenue by increasing excise and customs duties on cigarettes and the customs duties on

imported spirits. It was explained in my Message, No. 38, that these duties should yield £104,500 for the remaining ten and one-half months of the financial year. The effect of this additional revenue, therefore, will be to reduce the estimated deficit on the operations of the year 1950-51 to £253,788.

2. This deficit would have to be met from the Colony's limited surplus balance but, since this surplus is the Colony's only liquid reserve, it is eminently desirable to reduce the calls upon it this year to as low a figure as possible and so to make it last as long as possible. It is, therefore necessary to increase taxation by methods which, as explained in my Message No. 38, are least likely to retard economic development.

3. The Executive Council, therefore, has decided to impose, in accordance with section 7 of the Excise Duty Law, 1941, with immediate effect, an excise tax of one half-penny per pound upon all sugar manufactured in Jamaica and sold for domestic consumption. It is estimated that this will yield approximately £170,000 in a full year and some £147,000 during the remainder of this financial year.

4. Taking into consideration the taxation increases referred to in my Message No. 38, together with a proposed increased stamp duty on cheques (which should yield £8,000 in a full year and some £4,000 during this financial year) the deficit on the operations for the year 1950-51 should now be reduced to £102,788. This figure, however, does not take into consideration any supplementary expenditure which may be unavoidable during the year. Moreover, the need for additional revenue to execute and expedite the hospital building programme must be emphasised. Owing to rising costs the estimates for the three hospitals of Annotto Bay, Spanish Town and Morant Bay have been increased from £347,000 to £471,960—an increase of £124,960 which will probably have to be borne fully by the Government of Jamaica.

5. An appropriate Resolution will be moved by the Minister for Finance and General Purposes.

J. HUGGINS,
Governor.

King's House, Jamaica,
22nd May, 1950.

No. 48

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to seek your approval for submission to the Secretary of State for the Colonies of an application, a copy of which is attached, for a free grant of £73,500 under the Colonial Development and Welfare Acts to meet the whole cost of the operations of the Jamaica Social Welfare Commission during the years 1950-51 and 1951-52.

2. The life of Colonial Development and Welfare Scheme D 303, Community Organisations in Rural Areas, expired on the 31st of March, 1949. Under this Scheme grants had been made to Jamaica Welfare Limited. An interim Scheme, No. D 1169, making a further grant of £31,000 in respect of the operations during the year 1949-50 of the statutory Commission which took over from Jamaica Welfare Ltd. on the 1st of April, 1949, was approved last year by the Secretary of State. Pending the submission of an application for assistance in respect of the years 1950-51 and 1951-52, the Secretary of State, by Scheme No. D 1169A, approved a supplementary grant of £9,050, extending Scheme No. D 1169 for a period of three months from the 1st of April, 1950.

This supplementary grant will be deductible from the sum of £73,500, which is the amount required to cover the cost of operations of the Commission for the whole period 1st of April, 1950, to 31st of March, 1952, thus reducing the new money required to a sum of £64,450.

3. No provision was made for the payment of War Bonus in Scheme D 303 nor in Scheme D 1169. The Secretary of State's approval in principle to the payment of war bonus to employees of this statutory body was obtained during 1949-50 on the understanding that the total emoluments of any employee concerned did not exceed that of employees in comparable Government posts. However, the Secretary of State was not prepared to approve a supplementary grant from Colonial Development and Welfare funds to cover the cost of payment of war bonus with retrospective effect. Approval was therefore sought and obtained from the House of Representatives for supplementary expenditure of £5,200 in respect of payment of war bonus in 1949-50, this expenditure to be a charge against local funds, and to be on the understanding that no employee would receive total emoluments (i.e., salary plus war bonus) in a sum exceeding the maximum scale for comparable posts in the Government Service, plus war bonus calculated on that maximum. The total funds placed at the disposal of the Commission to meet expenditure during 1949-50, was thereby increased to £36,200, of which £31,000 was met from Colonial Development and Welfare funds, and the balance from local revenues.

4. Having regard to other calls upon Jamaica's allocation under the Colonial Development and Welfare Acts during the period of the Ten Year Plan, the Jamaica Social Welfare Commission was requested so to prepare its estimates of expenditure for 1950-51 and 1951-52 that the total grants to be sought would not exceed £36,500 and £37,000, respectively, making a total of £73,500 for the two year period. The estimates, which are attached to the Memorandum of Application, have been prepared by the Commission within these limits, and are on the basis of a revised plan of operations whereby there will be established five regional divisions for the purposes of organisational control.

5. A Resolution will accordingly be moved by the Minister for Social Welfare seeking the approval of the House for submission of the application to the Secretary of State for the Colonies.

J. HUGGINS,
Governor.

King's House, Jamaica,
22nd June, 1950.

No. 50

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to address Honourable Members in connection with an application by Jamaica Welfare Cottage Industries Agency, Limited, for a loan of £5,000 to be used to provide additional working capital.

2. Honourable Members are no doubt well aware of the achievements of Jamaica Welfare Cottage Industries Agency since its inception, but a background note in connection with this application and a copy of the Agency's accounts for the 8½ month period ended on the 15th of December, 1949, is attached at Appendix I for information.

3. The application is recommended by the Industrial Development Committee which, in supporting the proposal, expresses the view that the social value of the Agency's work places it in a special category. It is also supported by the Secretary for Social Welfare Services since he considers there is a good future for Cottage Industries and the country workers can do much to help themselves if the industry develops.

4. The Agency's request has been carefully considered by the Executive Council and the Council recommends for the approval of the House that a loan of £5,000 should be made to Jamaica Welfare Cottage Industries Agency, Limited from General Revenue on the following conditions :—

- (a) interest would be charged at the rate of $3\frac{1}{2}\%$;
- (b) the Agency would be allowed to make withdrawals up to £2,500 per annum as required, over the next two years;
- (c) repayment would commence four years from the date of the first withdrawal from the loan and would be by annual instalments such as would enable the loan to be repaid at the end of the 10th year;
- (d) the agency would be given the option to repay the loan at any time during the 10 year period.

5. The Minister for Finance and General Purposes will move the necessary Resolution to give effect to these proposals.

J. HUGGINS,
Governor.

King's House, Jamaica,
28th June, 1950.

No. 51

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to address you on the subject of the Report on the Public Service in Jamaica, 1949, by Mr. Eric Mills, C.B.E., Commissioner, Public Service Inquiry, who was appointed to enquire into the existing administrative structure, efficiency, personnel and remuneration of, and other conditions of employment in the Public Service, and to make recommendations for any changes which may be considered desirable, having regard to the expenditure and revenue of the Colony.

2. Mr. Mills submitted his Report on the 30th of December, 1949, and, after preliminary consideration of its principal recommendations by the Executive Council in connection with the Draft Estimates for 1950-51, it was decided by the Executive Council that the views of the Legislature on the main recommendations of principle contained in the Report should be obtained in the first instance as soon as the normal Budget business of the current financial year had been concluded. With this end in view copies of the Report were laid on the Tables of the House of Representatives and the Legislative Council earlier this year and a copy was sent to each member of the Legislature.

3. In fulfilment of this decision, the House of Representatives is now invited to consider in principle the following four main recommendations in the Mills Report :—

- (i) the division of the Civil Service into administrative and clerical classes;
- (ii) the absorption of the war bonus into substantive salaries;

- (iii) the establishment of a cost-of-living allowance relating directly to a cost-of-living index for application to weekly and daily paid employees only; and
- (iv) the regrading of existing posts.

4. Several proposals have been received from the Civil Service Association and Heads of Departments for modification of the details of the regradings proposed by Mr. Mills and these will require examination before any regradings can be finally determined. Such examination can best be made, however, after decisions have been taken in principle on the main recommendations of the Report, and it is for this reason that it is suggested that, for the present, debate should be confined to a consideration in principle of the four basic proposals set out above. Should these proposals be approved in principle then opportunity will be given at a later stage for the House to consider the details of any regrading of wages, salaries or salary scales that may be proposed as a result of this examination.

5. Brief comments on the four recommendations follow :—

(I) *The division of the Civil Service into administrative and clerical classes*

In the Civil Service as at present constituted there is no sharp division between officers performing purely clerical functions and those having administrative responsibilities. Save in rare instances the means of entry into that section of the Service which undertakes administrative functions, (i.e., other than the technical and professional services) has until now, been through the Clerical Service after admission thereto as Third Class Clerk, and candidates have been required to work their way up by stages of promotion through the various clerical grades. This system has operated more successfully in the past than might have been expected, and there are many officers now in senior and responsible posts who have risen during the course of a long official career from the lower ranks. However, it is now outmoded, and will not meet the exacting requirements of present day conditions. As Mr. Mills expresses it, "An educational background restricted to secondary schools is not large enough for the performance of administrative functions. Furthermore, clerical duties performed over many years do not of themselves foster the development of decisiveness, initiative and responsibility which are the prerequisites of successful administration." Mr. Mills' further comments in regard to this matter are at paragraphs 28.1 to 28.9 in his Report.

If the Service is to improve in efficiency it is necessary that there should be adopted a system of division into clerical and administrative grades on the lines obtaining in other Colonies. The administrative grade would be recruited from two sources, viz.:—

- (i) from among candidates of such educational standards as may be prescribed, involving the achievement of an honours degree at a University or University College; and
- (ii) by promotion from among candidates of proven ability in the clerical class.

Such a system would allow of the promotion of officers of promise from the clerical to the administrative grades, and hence opportunity for promotion would not be denied to officers in the lower ranks. The clerical services would comprise only those officers at present described as First, Second and Third Class Clerks. The most efficient of the existing Principal and Senior Clerks would be promoted to the administrative grade and no more new appointments would be made to these two ranks, which in the course of time would disappear.

(II) *The absorption of the war bonus into substantive salaries*

On account of the general financial position of the Colony it appears that there is little room for immediate substantial improvement in the remuneration of the Public Service and therefore it is considered that any revision of salaries and wages must be founded on a scheme that adds proportionately little to the present annual charges on revenue. Nevertheless, the following factors must be recognised :—

- (a) the steep increase in the cost of living since 1940; and
- (b) the series of salary revisions which have taken place in other colonial territories in the last few years, e.g., Trinidad.

Jamaica no longer offers a reward for work in the Public Service comparable to that offered by territories of similar status, and there is the grave possibility of serious deterioration in the efficiency of the Service if a minimum improvement in salary scales is not effected. It cannot be denied that the present scales are not attractive to new entrants and do not draw the best men to the Service. It is explained in the Report that all recent revisions of remuneration in colonial territories have augmented basic salaries and wages by amounts approximating to the war bonus or cost-of-living allowances hitherto paid, thus recognising the inescapable fact that existing salary scales are related to conditions which no longer exist, nor are likely ever to return, and so neither provide a fair remuneration for duties performed, nor attract the talent which the public services demand.

Mr. Mills proposes that basic salaries should be increased by amounts approximately equal to the war bonus, the additions to the present salaries being equivalent to a hypothetical "cost-of-living allowance" at an index of 200 calculated according to two formulæ which he has devised, one for weekly and daily paid employees, and the other for officers in receipt of salary on an annual basis. There will be no separate cost-of-living allowance attached to the new annual salaries even though the cost-of-living index is likely to remain above 200 for an appreciable time. In the case of weekly and daily paid employees, however, it is proposed that there should be added to the new basic wage scales a cost-of-living allowance which would vary with every change of five points in the cost-of-living index above 200. The index stands at present at 255. The following three Tables in the Report give details of the effect of these recommendations:—

Table VI—Comparison between present total weekly wages and those proposed.

Table IV—Conversion of scales of basic weekly wages and daily paid labour.

Table VIII—Conversion of existing scales of annual salary plus war bonus into new basic salary scales.

(III) *The establishment of a cost-of-living allowance related directly to a cost-of-living index for application to weekly and daily paid employees only*

As stated in the preceding sub-paragraph, Mr. Mills has devised a formula which converts the existing basic weekly and daily wages plus war bonus into new basic weekly and daily wages plus cost-of-living allowance. A cost-of-living allowance based on an index of 250 (which is that taken by Mr. Mills for the calculation of his figures of the over-

all cost of his proposals) would be increased with each rise of five points, provided that the level is maintained for a period of three months, by an addition of one-tenth of the allowance calculated on this index of 250. Similarly, the cost-of-living allowance will be reduced by one-tenth of this figure for every fall of five points below the index of 250, the allowance becoming extinguished if the cost-of-living index drops to 200 or less. Table V and paragraphs 24.1 to 24.11 of the Report refer.

(IV) *The regrading of existing posts*

Mr. Mills has examined in detail the structure of every department and has recommended the regrading of posts as in Appendix 1 (a) of the Report, the grouped scales or fixed salaries referred to in that Appendix being found in Appendix 1(b). Appendix II contains similar information as regards posts on weekly salary scales. He has attempted to restrict the number of salary scales to a minimum, thereby securing, at least approximately, equality of remuneration for equality of responsibility, and reducing the multiplicity of small scales involving small differentials. It should be realised that the salaries include sums nearly equivalent to the war bonus now paid and therefore the increases are not as large as at first sight they may appear to be. It will be noted that, as a necessary consequence of salary revision, the carrying-on allowances paid to certain technical and professional officers as a temporary measure now disappear and will be compensated by an increase in pensionable emoluments.

6. On the assumption that his proposals would be effected as from the 1st of April, 1950, Mr. Mills estimated that the cost of their adoption in full would be £249,341 in the first year. The breakdown of this figure according to the categories of Government employees is as follows :—

(i) Pensionable posts in the Civil Service and posts requiring comparable qualifications	£97,074
(ii) Subordinate posts on annual salary	44,226
(iii) Weekly paid employees	62,188
(iv) Casual labour	45,853
Total	£249,341

These figures include the cost of proposals for the creation of a number of new posts and the deletion of others, designed to improve the existing structure in the various departments of the Public Service. (Paragraphs 30.1 to 30.6 and the Departmental Schedules appearing in Appendix III of the Report refer). If, in order to obtain a truer estimate of the full cost of Mr. Mills' proposals for the absorption of war bonus into substantive salaries, the payment of a cost-of-living allowance on the basis of an index of 250 and the regrading of existing posts, the additional cost of adoption of his further proposals for the creation of new posts and the suppression of others is subtracted, the following figures are arrived at :—

(i) Pensionable posts in the Civil Service and posts requiring comparable qualifications	£48,476
(ii) Subordinate posts on annual salary	34,758
(iii) Weekly paid employees	50,395
(iv) Casual labour	45,853
Total	£179,482

The figure, £48,476 quoted above in respect of pensionable posts includes £12,000 on account of increases of emoluments to 43 Medical Officers who at present enjoy private practice, and who would forego that privilege if they were to accept the new terms of service proposed. It is not unlikely that a number of these 43 officers would elect to opt out of the scheme for the revision of Medical Officers' emoluments referred to in paragraphs 26.4 to 26.5 of the Report, and hence it is probable that only a proportion of the sum of £12,000 would, in practice, be added to the expenditure of the Medical Department, at least during the first years. The figure of £48,476 can, therefore, safely be reduced by, say, £6,000.

7. Mr. Mills' terms of reference did not include revision of the salaries of teachers. It would appear to be inequitable, however, to agree to a general regrading of salaries in the Public Service without taking into consideration a comparable regrading for teachers, and Mr. Mills has addressed a separate communication to Government in which he gave his own recommendations as regards teachers' salary scales. If these recommendations are adopted a further sum of approximately £30,000 will be required by way of grants-in-aid.

8. Nor did Mr. Mills' terms of reference embrace consideration of the terms of service of certain statutory organisations such as the Kingston and St. Andrew Corporation, the Parochial Boards, the Water Commission, the Jamaica Agricultural Society, the Jamaica Social Welfare Commission, the Institute of Jamaica, and the Tourist Trade Development Board. The Executive Council does not accept the view that salary scales in the Local Government Service and in the service of the Statutory Boards must necessarily be brought into line with those in the Public Service; nevertheless, there can be no doubt that any regrading of salaries which may be adopted for the Public Service will inevitably lead to a review of terms of service in the Local Government Service and in the service of the Statutory Boards, and in respect of casual labour at least it would be necessary to assimilate rates of pay. It follows, therefore, that the adoption of proposals for the improvement of emoluments in the Public Service, even on the limited scale recommended by Mr. Mills, will involve an ultimate charge on the revenues of the Colony considerably in excess of the figures quoted above.

9. Mr. Mills made a large number of subsidiary recommendations in the course of his Report. These included proposals for the introduction of a system of mechanical accounting, the preparation of financial and stores regulations, the creation of departmental canteens, the establishment of a unit for the making of micro-photographic records, the employment of pensioners from uniformed services, the treatment of confidential reports, leave privileges and passage allowances, housing allowances and rental contributions and other matters of importance in the interest of the efficiency and contentment of the Public Service. Consideration is being given to each of these proposals independently of the basic recommendations for salary and wage revision which have been discussed above, and, in appropriate cases, the House will be invited to consider these in due course. I do not suggest, however, that these numerous recommendations should be the subject of present debate, thereby delaying, perhaps, consideration of the basic principles of salary revision. Nor do I suggest that Mr. Mills' recommendation in regard to the establishment of a Public Service Board and the appointment of a Public Service Commissioner should be discussed now along with the other basic recommendations of his Report. A Bill providing for the

establishment of a Public Service Board as a statutory body has been prepared and it is proposed that it should shortly be introduced into the Legislature for enactment; occasion will thus be afforded for discussion of Mr. Mills' proposals in this regard.

10. Should the main recommendations of principle detailed in paragraph 3 of this Message be accepted by the Legislature, the Executive Council will immediately give consideration to the manner and means of their implementation, having regard to the financial circumstances of the Colony.

11. A Resolution seeking your approval in principle of the proposals contained in this Message will be moved by the Minister for Finance.

J. HUGGINS,
Governor.

King's House, Jamaica,
5th July, 1950.

No. 52

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to refer to the Resolution passed by the House on the 22nd of June, 1950, approving an advance of £100,000 so as to enable the purchase by Government of the 1950-51 pimento crop on the basis proposed in my Message No. 34 of the 3rd of May, 1950, and to the amendment to this Resolution requesting the Government to consider favourably an increase in the price to 1/- per lb.

2. The amendment to the Resolution has been carefully considered by the Executive Council, but the Council has decided to adhere to the price of 9d. per lb. previously proposed. In arriving at this decision, regard has been paid to the following considerations. The funds held in reserve, consisting of accumulated profits on all pimento crops for which accounts have been finalised, amount to approximately £140,000; this amount is likely to be increased by a further £35,000 from profits accruing on sales of the 1949-50 crop. The total reserve, excluding profits that may be realised from unsold stocks is therefore approximately £175,000.

While the amount at credit of the Pimento Trading Account is substantial, I consider it most desirable that adequate reserves should be held against possible future price fluctuations, thus maintaining, as far as possible, a steady price to the grower: the difficulties into which the tomato industry has recently been plunged serve as a present illustration of the need, where the marketing of any agricultural produce is concerned, of building up an adequate stabilisation fund against times of falling prices.

It is also necessary that a proportion of the profits obtained should be retained for use as working capital by any organisation which may be set up to control the purchase and sale of pimento: according to the price

paid to the grower and the size of the crop, the amount of capital required to finance purchases in any one year can be expected to range between £150,000 and £500,000.

In this connection, Members will recall that in my Message No. 34 of the 3rd of May, 1950, it was stated, *inter alia*:—

- (a) that an undertaking had been given that all profits accruing to Government on the sale of pimento would be earmarked for the benefit of the industry; and
- (b) that Government would be prepared to consider a proposal for the setting aside of a sum from such profits in order to assist producers in organising the industry, should specific recommendations be put forward by representatives of the producers for such organisation.

3. In the light of the above considerations, and the fact that it is in the growers' interests that there shall be no further delay in the matter, the Commissioner of Commerce and Industries has been instructed to proceed to purchase pimento at the price of 9d. per lb.

J. HUGGINS,
Governor.

King's House, Jamaica,
11th July, 1950.

No. 54

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to invite your consideration of the Report of the British Caribbean Standing Closer Association Committee which was made public on the 10th of March and copies of which have been made available to you. In due course a Resolution will be moved proposing that there should be appointed a Committee of the whole House to consider the Report and to make recommendations to the House with a view to acceptance of a further Resolution expressing the House's views on the subject for transmission to the Secretary of State for the Colonies.

J. HUGGINS,
Governor

King's House, Jamaica,
11th July, 1950.

No. 55

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to inform you that the Executive Council has given careful consideration to the Resolution passed by the House on the 6th of June, 1950, recommending—

- (a) that a more balanced and satisfactory guaranteed price be fixed for this year's crops of Irish Potatoes; and
- (b) the cancellation of the proposed Irish potato order from abroad as there is evidence that a good crop will be reaped to cope with the Island's demand.

2. As regards (a) above, it has been decided that the guaranteed price for Irish potatoes should be increased from 16/- per 100 lb to 17/- per 100 lb. with effect from the 11th of July, 1950 and the Commissioner of Commerce and Industries has been authorised to pay the additional 1/- per 100 lb. to all persons who had already sold their crops to him at the previous minimum guaranteed price of 16/- per 100 lb.

The question of the guaranteed price to be paid in respect of the year commencing on the 1st of October, 1950, will be considered at a later date.

3. As regards (b), I would explain that the only potatoes ordered by Government from abroad are seed potatoes for sale and distribution to growers. The importation of Irish potatoes by private traders is permitted only when local potatoes are in short supply; at the present time there are no outstanding import licences in respect of this commodity.

J. HUGGINS,
Governor

King's House, Jamaica,
11th July, 1950.

No. 56

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to refer to the report on the Reform of Local Government in Jamaica which was made by Mr. L. C. Hill, C.B.E., in December, 1943. Copies of this Report have been laid on the Table of the House.

2. Shortly after the receipt of Mr. Hill's Report the views of all concerned were sought, and there was full discussion of his recommendations by Local Authorities and Government Departments and in the Press. These discussions indicated that there was a strong body of opinion that it was best not to embark on a complete reorganisation of the system of local government at the same time as, or soon after, the introduction of the new Constitution of 1944, and that experience should be gained in the working of the new Constitution before any attempt was made to carry out any further radical reforms. The Parochial Boards Association, indeed, went further than this, and in June, 1946, passed a resolution recommending that "the implementation of the Hill Report be deferred at least until the end of the present avowedly probationary period of five years", and that "during this period the *status quo* be maintained". In these circumstances Government decided in 1946 that, in advance of detailed consideration of Mr. Hill's Report, new local government elections should be held as soon as possible on the basis of the then existing local government divisions, but with full adult suffrage.

My Message No. 9 of the 26th of July, 1946, refers.

As you are aware, these elections were held in November, 1947, and shortly thereafter the newly elected Kingston and St. Andrew Corporation Council and Parochial Boards were invited to consider the Report, and to submit their views on the various recommendations which it contains. With the exception of one Parochial Board, the views of all local authorities have been received, and there is attached to this Message a brief summary of their comments on those recommendations on which, as I shall explain later, the opinion of the Legislature is now being sought.

3. Meanwhile, some of the more important recommendations made by Mr. Hill have already been implemented either in whole or in part. As mentioned above, the principle of universal adult suffrage for local government elections has already been accepted (paragraph 130 of his Report). The old Parish of Port Royal has been incorporated in the Parish of Kingston (paragraph 57). A Local Government Division of the Secretariat has been created and an Assistant Secretary responsible for local government affairs has been appointed, (My Message No. 30 of the 16th of September, 1946, refers), thus implementing, in a modified form, the recommendations contained in paragraphs 220-231 of the Report. And, following receipt of the Report of the Committee on the Senior and Clerical Staff of Parochial Boards, steps have been taken on lines proposed by Mr. Hill to put the terms of service of local government staff on a more satisfactory basis. (My Message No. 76 of the 31st of January, 1948).

4. However, no effect has been given to the principal recommendations made by Mr. Hill in regard to the reform of the constitutional framework of local government, and it is in regard to those recommendations that I am specifically addressing you in this Message. These recommendations are contained in paragraphs 49 to 71 of Mr. Hill's Report. The Report contains a considerable number of other recommendations regarding education, roads, poor relief, health services, the structure of local government finance, etc., but it would seem best that consideration of these specific recommendations should be deferred until decisions have been taken in principle on the main recommendation for a reform of the constitutional arrangements for local government, since decisions on these latter recommendations will affect consideration of the former. Accordingly, I now invite consideration of the Legislature, of the recommendations which relate to constitutional reform. These may be summarised as being six in number, as follows:—

- (1) The Introduction of the District Committee system. (Paragraphs 49 to 54 of the Report).

It will be noted from the enclosed summary of the comments of local authorities that only two Parochial Boards have expressed themselves as being opposed to adoption of this system. Its acceptance would certainly provide opportunities for a larger number of persons to give their services to local government than is possible at present. If the Legislature should accept this recommendation in principle it is proposed that the areas of administration by the District Committees should be determined after examination of the question by a special Committee which would be appointed for this purpose, as well as to consider—

- (a) the precise functions to be performed by these Committees, and
- (b) the question of their staffing and the additional expenditure therein involved.

It has been suggested that the District Committee should have jurisdiction over an area containing a smaller number of voters than was recommended by Mr. Hill, who proposed that each district should embrace about 5,000 voters on the average; it has also been suggested that areas served by District Post Services might, generally be an appropriate guide for determining the District Committee unit.

- (2) The general division of functions between the District Committees and the Parochial Boards. *(Paragraphs 69-71 of the Report).

- (3) The substitution of the title "City of Kingston" for that of "Kingston and St. Andrew Corporation". (Paragraph 56).

(4) The constitution and functions of the Kingston City Council, and the revival of the office of Alderman. (Paragraphs 58-62).

(5) The creation of the Borough of Montego Bay, its constitution and functions. (Paragraphs 64-67).

(6) The reorganisation of areas now administered by the Kingston and St. Andrew Corporation and Parochial Boards. (Paragraphs 57, 66 and 68).

5. Since these six main recommendations are not all mutually dependent, and since it would be practicable to adopt one or more and not the others, six separate Resolutions will be moved in due course. Each Resolution will be in the form of acceptance by the House of one of the six main recommendations, but this procedure is followed merely for the purposes of initiating debate, and should not be assumed to indicate that the Executive Council is in favour of the recommendations. The Executive Council has decided to put these recommendations before the Legislature without an expression of opinion, and to defer decisions thereon until the views of the Legislature are known.

**Footnote.*—Mr. Hill suggested that the Parochial Boards should be renamed Municipal Councils, but I feel that there may be advantage in retaining the existing nomenclature which is so well known, and which appears to me to connote more accurately the nature of these local authorities than would the term suggested by Mr. Hill.

King's House, Jamaica,
11th July, 1950.

J. HUGGINS,
Governor

No. 57

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to inform you that a proposal has been accepted in principle by the Secretary of State for the Colonies and the West Indian Colonies concerned, whereby there will be a special issue of stamps of the 1½d. and 6d. denominations to commemorate the installation of Her Royal Highness Princess Alice as Chancellor of the University College of the West Indies.

2. It has been suggested that the total amount of profits derived from the sale of this special issue, over and above the amount which it is estimated would otherwise be received from the sale of the current issue of stamps of these two denominations, should be contributed by each Colony concerned to the purposes of the University College and the University College Teaching Hospital; and the proposal has been put forward by the Council of the University College of the West Indies, with the concurrence of the Board of Management of the Teaching Hospital, that, since the capital funds available for the construction of buildings and the provision of equipment are insufficient to complete, at present prices, the construction programme originally intended, the contributions received on account of this stamp issue should be devoted to capital works and that, since funds already available for the University College and for the Hospital have been provided in the ratio of 2:1, and since both are in need of additional capital funds, the contributions should be allocated between the University College and the Hospital in this same ratio.

3. An indent for stamps for this special issue has been placed with the Crown Agents for the Colonies, who are preparing designs, one of which (intended for the 1½d. issue) will depict the arms of the University College, and the other a full length seated portrait of Her Royal Highness Princess Alice in her robes as Chancellor.

4. It is hoped that stamp dealers and collectors and the public generally will support this special issue, which will be on sale for a period of three months, commencing from a date which has not yet been determined but which is likely to be some time this autumn. During this period, the current stamps of these two denominations will be withdrawn from sale.

5. A Resolution will accordingly be moved by the Minister for Finance seeking the approval of the House that the total amount of the profits derived from the sale of this special issue of stamps, over and above the normal sales, should be contributed in the ratio of 2:1 towards the capital costs of construction of the University College and the University College Teaching Hospital.

J. HUGGINS,
Governor

King's House, Jamaica,
12th July, 1950.

No. 59

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to seek your approval to submit to the Secretary of State for the Colonies the attached application for a free grant of £24,056 under the Colonial Development and Welfare Acts, 1940 and 1945, to be spread over a period of five years and six months from the 1st of October, 1950, to meet part of the cost of maintaining the existing Town Planning Office at approximately its present strength but on the basis of a permanent Department.

2. It has been necessary to consider now the future of the Town Planning Office since the Colonial Development and Welfare Scheme from which the Town Planning Adviser's salary has hitherto been met expires, after extension, on the 30th of September, 1950, and since it is improbable that it will be possible to continue to obtain the services of a qualified Town Planning Adviser on temporary contract terms of appointment.

3. It is thought that town planning work is likely to be regarded by the Secretary of State as qualifying for assistance under the Colonial Development and Welfare Acts, and the fact that the salary of the Town Planning Adviser is at present met from a Colonial Development and Welfare Scheme would seem to support this view. There is, however, no provision in the Ten Year Plan of Development for Jamaica for the extension of the existing Scheme, and this variation from the Plan must therefore be at the expense of some other allocation.

4. The estimated cost of maintaining the Department of Town Planning at approximately its present strength over the period of five years and six months from the 1st of October, 1950 to the 31st of March, 1956 (the date of expiry of the Ten Year Plan) amounts to £46,056. It is proposed that a fixed contribution at the rate of £4,000 per annum towards the cost of the Scheme should be made by this Government from

Colony funds during the whole period of the Scheme. The total Jamaica contribution will thus be £22,000 and the balance for which Colonial Development and Welfare assistance is being sought is £24,056. At the expiration of the Scheme the recurrent costs amounting to approximately £8,000 per annum would fall entirely on Colony funds.

5. It will be seen from the third paragraph of the attached Memorandum of Application that provision is made in the 1950-51 Estimates of the Colony for the maintenance of the Town Planning Office throughout the whole financial year in amounts totalling £6,213 of which a sum of £1,783 is recoverable from Colonial Development and Welfare funds. It is estimated that expenditure amounting to £2,884 will be incurred during the first six months of this financial year. The application now submitted provides for expenditure in a sum of £4,022 during the next six months (i.e., from the 1st of October, 1950 to the 31st of March, 1951) so that the total revised expenditure in 1950-51 will be £6,906. Approval of this application will therefore entail supplementary expenditure in an amount of £693, all of which will be recoverable from Colonial Development and Welfare funds.

6. It is intended that pensionable status should be accorded with effect from the commencement of the Scheme, that is to say from the 1st of October, 1950 to the posts which have been marked with an asterisk in the annexure to the Memorandum of Application.

7. The Minister for Social Welfare will in due course move a Resolution seeking the covering approval of the House for the submission of the application to the Secretary of State, and for supplementary expenditure this financial year in a sum of £693.

J. HUGGINS,
Governor

King's House, Jamaica,
19th July, 1950.

No. 60

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to seek your authority to submit to the Secretary of State for the Colonies the attached application for a free grant of £100,000 under the provisions of the Colonial Development and Welfare Acts, 1940 and 1945, towards the cost of a third Housing Programme in continuation of the development of housing in urban and rural areas of the Colony.

2. Under Schemes D527 and D527A, estimated to cost £600,000 two free grants each of £100,000 were approved in July, 1945, and in January, 1948, respectively, as contributions from Colonial Development and Welfare funds towards the first and second Housing Programmes of this Government. These grants were made on the understanding that amounts of £200,000 in respect of each Programme would be provided from Jamaica funds.

3. Schemes aggregating £570,102 in cost have been approved up to date; projects involving an expenditure of a further £31,249 are under active consideration; and provision of a sum of £151,256 has been made in the Housing Fund Estimates for expenditure during 1950-51 to complete the first and second Housing Programmes. There will thus be an excess expenditure of £1,351 (£570,102 plus £31,249 less £600,000)

when all projects already approved or now under consideration have been completed. This excess would be a charge against the funds of the third Housing Programme.

4. In addition to the foregoing there are a number of projects which, though very desirable, cannot be implemented till further funds are made available for continuation of the housing programme.

5. The Minister for Social Welfare will in due course move a resolution seeking the approval of the House for the submission of the application to the Secretary of State for the Colonies.

J. HUGGINS,
Governor.

King's House, Jamaica,
26th July, 1950.

No. 65

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to address members in connection with a proposal by the Sugar Manufacturers' Association (of Jamaica) Limited for the manufacture in Jamaica of absolute (or anhydrous) alcohol for use locally as a motor spirit.

2. The Sugar Manufacturers' Association has represented that a permanent outlet must be found for the large and increasing output of molasses if employment is to be maintained.

In a comprehensive survey of the position the following points have been made by the Association in support of its proposal:—

- (a) sugar production is increasing to such an extent that it is estimated that, by 1951, it will have reached 290,000 tons, approximately 100,000 tons more than in 1948;
- (b) very much larger quantities of molasses will be available;
- (c) it is impossible to visualise an expansion in the demand for rum and potable alcohol in the local and export markets such as would justify the production of more rum and alcohol than was produced in 1948. It is anticipated that sales of rum which amounted to 3,074,000 liquid gallons in 1949 might fall to 2,000,000 gallons by 1951. The loss in revenue to the industry during the current year as the result of the reduction in the sale of rum will be approximately £210,000 and this figure is likely to be increased in subsequent years;
- (d) on the above basis, it is estimated that after meeting the possible requirements of molasses for food yeast, stockfeed and other purposes, the industry will have available approximately 3,000,000 gallons of surplus molasses;
- (e) the rum distilleries will be operating by 1951 at less than 50% of full capacity, unless some alternative outlet for their production is found. The production of anhydrous alcohol would, it is believed, enable distilleries to continue operation at the full capacity in the coming years;
- (f) so far, only five main outlets have been found for the disposal of molasses and these are as follows:—
 - (i) the manufacture of rum;
 - (ii) the manufacture of potable alcohol for local use and for export to the United Kingdom for the manufacture of gin;

- (iii) the manufacture of anhydrous alcohol;
- (iv) the manufacture of food yeast;
- (v) the sale of large quantities for export: this would necessitate the delivery to tankers, a business in which Jamaica has never engaged and for which no sugar estate is equipped.

In the opinion of the Association the only satisfactory method of using up the surplus molasses of the sugar industry would be to manufacture anhydrous alcohol for use locally as a motor spirit;

- (g) it is estimated that, in 1951, there will be sufficient surplus molasses (after meeting commitments for the manufacture of rum and for other uses), to produce about one million gallons of anhydrous alcohol. By 1954 output could be doubled provided an outlet was available. Local distilleries, after satisfying their rum orders could use up their surplus molasses in the production of high strength rum which could readily be transported to a central anhydrous alcohol plant for final processing. Initially it would only be necessary to provide an anhydrous alcohol plant capable of an annual production of a million gallons of alcohol. The value of this output would be approximately £150,000 and production could commence by the 1st of March, 1951, provided early approval of the proposal is obtained. The cost of the plant is estimated at £25,000 and the total capital cost of the project, including storage tanks is approximately £48,000;
- (h) the actual number of persons employed from the outset in the manufacture of anhydrous alcohol would be approximately 40, and 50 when the plant is in full operation.

Approximately 700 workers are at present employed in the distilleries on an annual basis. In addition some 300 workers are employed for varying periods up to two months during the out-of-crop period. If an additional outlet for molasses is not found, the permanent workers will be required for half the crop season only and there will be no call for any temporary workers;

- (i) on the basis of the proposed production of anhydrous alcohol, manufacturers would obtain an additional return of from £14,600 to £21,900 assuming an output of one million or one and a half million gallons per annum. In this connection the Association points out that the total capital employed in respect of distillery plant and equipment for the 1950 crop is approximately £554,830. Since the greater portion of the process of converting molasses to anhydrous alcohol would be performed at the existing distilleries, approximately £280,000 of the above-mentioned capital investment should be added to the additional investment of £48,000, in order to arrive at the total capital directly employed in the production of anhydrous alcohol. On this basis the total capital employed would be approximately £328,000 and in relation to this investment the estimated return of £14,600 to £21,900 is equivalent to only approximately 4.4% and 6.7% gross;
- (j) a reduction in imports of petrol would assist the Colony's balance of trade;
- (k) a certain measure of security in the event of war would be provided;
- (l) the production of anhydrous alcohol would lead to the production of other by-products such as carbon dioxide gas and dry ice;

- (m) the benefits to be derived by the Colony as a whole from the establishment of an anhydrous alcohol plant outweigh the loss of import duty as a result of a reduction in the amount of petrol imported;
- (n) unless it is possible for manufacturers to use up supplies of surplus molasses available they will be faced with the problem and expense of its disposal. In contrast, a portion of the dunder, which would be available if the distilleries were being operated at full capacity could be used on certain cane lands as a substitute for imported muriate of potash. (Dunder contains a certain percentage of potash and is now being used on some estates as a substitute for imported muriate of potash). This again would obviate the remittance of funds from the Colony for a quantity of imported muriate of potash;
- (o) it would be possible when the plant has been erected and is in operation to conduct research with a view to the establishment of other new industries based directly or indirectly on the use of anhydrous alcohol.

3. The Sugar Manufacturers' Association invited Government to consider their proposals in the light of the above information and requested that the benefits of the concessions under the Pioneer Industries (Encouragement) Law should be offered to this new industry.

4. Government has given careful consideration to the proposals of the Sugar Manufacturers' Association. Anhydrous alcohol, mixed with petrol, has been used as a motor spirit in several European and other countries for a number of years, and on the basis of technical information obtained from various sources, it appears that, provided the proportion does not exceed 15%, anhydrous alcohol may be successfully blended with petrol for use as a motor spirit without requiring any changes in the engines of motor vehicles and without damage to the mechanism of the vehicles or loss of efficiency. Copies of the technical reports which have been obtained by Government are attached at Appendices I, II, III and IV.

(Local representatives of the Oil Companies have assured the Sugar Manufacturers' Association of their fullest co-operation in the mixing of alcohol with petrol).

5. The loss to Government of import duties and tonnage tax as a result of the substitution of one million gallons of anhydrous alcohol for imported petrol would be approximately £68,000. This sum is calculated at the preferential rate which is the normal rate paid on petrol consumed in Jamaica. Government is however satisfied, after consideration of the estimates of cost of production submitted by the Sugar Manufacturers' Association that the industry can afford to pay at the outset an excise duty of 4d. per gallon and at this rate approximately £16,000 would be available to offset the above-mentioned loss. In addition, it can be anticipated that as a result of the production of anhydrous alcohol further sums will be received by way of increased direct and indirect taxation.

6. The Industrial Development Committee has considered the proposal of the Sugar Manufacturers' Association and recommends its acceptance and also that concessions afforded under the Pioneer Industries (Encouragement) Law should be extended to this industry. In support of this recommendation the Committee has advanced the following arguments:—

- (a) profits now derived by the sugar industry from the utilisation of molasses in making rum account for a substantial portion of the small margin on which the industry is operated;
- (b) if anhydrous alcohol is manufactured here on a large scale, the

establishment of other industries such as the manufacture of paints, perfumes, plastics, would be a practical proposition.

7. After the most careful consideration, the Executive Council has reached the conclusion that, on balance, the proposals merit support despite the loss to revenue involved on the condition that the arrangement would apply initially for a period of four years before the expiry of which the whole matter would be reviewed in the light of actual operating experience.

8. I therefore recommend that the House should agree in principle to the following proposals:—

- (i) that legislation should be introduced providing for the compulsory admixture of anhydrous alcohol with petrol up to a maximum of 15%;
- (ii) that an excise duty of 4d. per gallon should be imposed on the manufacture of anhydrous alcohol;
- (iii) that the arrangement should apply initially for a period of four years before the expiry of which the whole matter will be reviewed in the light of actual operating experience.

9. If the above proposals are accepted by the House—

- (i) appropriate legislation providing for the compulsory admixture of anhydrous alcohol with petrol will be drafted and laid before the House;
- (ii) a resolution providing for the imposition of an excise duty of 4d. per gallon on anhydrous alcohol will be submitted to the House;
- (iii) the machinery necessary for the declaration of the manufacture of anhydrous alcohol as a pioneer industry under the Pioneer Industries (Encouragement) Law, Law 13 of 1949, will be set in motion.

10. The necessary resolution to give effect to these proposals will be moved in due course.

J. HUGGINS,
Governor.

King's House, Jamaica,
7th August, 1950.

No. 69

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to recommend for your approval a proposal that His Majesty's Government in the United Kingdom should be requested to accede on behalf of the Government of Jamaica to the protocol of provisional application of the General Agreement on Tariffs and Trade.

2. In April, 1947, international trade negotiations opened at Geneva with the view to obtaining the widest possible acceptance of a charter for an International Trade Organisation.

The Honourable Sir Harold Allan, O.B.E., Minister for Finance and General Purposes represented the British West Indies Colonies at this Conference and was an adviser to the United Kingdom Delegation.

The primary object of these negotiations was to secure international co-operation for the restoration of world trade "with a view to raising standards of living, ensuring full employment and a large and steadily

growing volume of real income and effective demand, developing full use of resources of the world and expanding production and exchange of goods”.

The method recommended to achieve these aims was to enter into mutually advantageous arrangements for the reduction of the present high level of tariffs and other barriers to trade.

3. A copy of the Charter for an International Trade Organisation, which was completed at a subsequent conference held in Havana in 1948, which Sir Harold Allan also attended, will be laid on the Table. At the present time, however, the Charter has simply the status of an authenticated final draft. Some time must elapse before sufficient number of nations find themselves able to ratify this draft and to accept its full implications, thus enabling the organisation to be established. His Majesty's Government has also intimated that acceptance of the Charter must await a definite improvement in the balance of payment position. In the meantime, the participating Governments agreed to conduct their trade relations in accordance with the recommendations of these conferences in so far as they do not conflict with existing legislation, the general interpretation being that tariff levels and margins of preference should not exceed those in operation on the 10th of April, 1947.

4. The Charter for an International Trade Organisation will not apply automatically to Colonies even if and when His Majesty's Government notifies their acceptance thereof. Provision is made for detailed consultation with Colonial Governments when the time comes and it will be a matter for local decision whether the Charter is extended to a particular Colony.

5. As an interim measure pending the general acceptance of the Charter, 23 of the countries taking part in the negotiations entered provisionally into a General Agreement on Tariffs and Trade for an initial three-year period as from 1st of January, 1948. As a result of later negotiations further countries have provisionally adhered to the Agreement and the following is the latest available list of the participating countries:—

Australia	Dominica
Belgium	Finland
Brazil	France
Burma	Greece
Canada	Haiti
Ceylon	India
Chile	The United States of Indonesia
Cuba	Italy
Czechoslovakia	The Lebanon
Denmark	Liberia
Luxemburg	The Union of South Africa
The Netherlands	The United Kingdom of Great Britain and Northern Ireland
New Zealand	The United States of America
Nicaragua	
Norway	
Pakistan	
Southern Rhodesia	
Sweden	
Syria	

6. It was also agreed at the fourth session of the contracting parties to the General Agreement on Tariffs and Trade (hereinafter referred to as G.A.T.T.) held at Geneva in April, 1950, that the life of G.A.T.T. and the International Trade Organisation should be prolonged for a further period of three years (i.e., all tariff negotiations made so far

and also those to be negotiated at the next meeting to be held in September next at Torquay, England, will remain binding until 1954).

7. It will be observed from the above that the United Kingdom and all the principal countries of the world with which Jamaica is likely to be engaged in any substantial trade are already parties to G.A.T.T. All other British territories in the Caribbean have already requested that His Majesty's Government in the United Kingdom shall accede on their behalf to the protocol of provisional application of the General Agreement on Tariffs and Trade.

8. Copies of the following documents relating to the General Agreement on Tariffs and Trade will also be laid on the Table:—

- (a) Cmd. 7212 (Report on the Second (Geneva) Session of the Preparatory Committee of the United Nations Conference on Trade and Employment containing the "Geneva" Text of the Charter);
- (b) Cmd. 7258 (Report on the Geneva Tariff Negotiations containing the text of the G.A.T.T.);
- (c) Cmd. 7276—Agreement between the United Kingdom of Great Britain and Northern Ireland and the United States of America—Supplementary to the General Agreement on Tariffs and Trade;
- (d) Cmd. 7375 (United Nations Conference on Trade and Employment, containing the text of the "Havana" Charter);
- (e) Cmd. 7376 (General Agreement on Tariffs and Trade Documents Relating to the First Session of Contracting Parties);
- (f) Cmd. 7544 (General Agreement on Tariffs and Trade: Documents relating to the Second Session of the Contracting Parties held at Geneva from 16th August to 14th September, 1948);
- (g) Cmd. 7991 (General Agreement on Tariffs and Trade: Documents relating to the Third Session of the Contracting Parties held at Annecy, from 8th April to 13th August, 1949).

9. Special attention is directed to the provisions of G.A.T.T. which safeguard the economic programmes of "Under-developed" countries. Although the general aim is to reduce tariff levels, it is provided that such concessions shall be based, after negotiation, on arrangements which are reciprocally and mutually advantageous; the negotiations are to be on a product by product basis "which will afford adequate opportunity to take into account the needs of individual countries and individual industries". No member Government will be required to grant unilateral concessions without receiving adequate concessions in return.

10. Provision is also made for exceptional treatment, including preferential agreements for the industrial and economic development, in the case of those countries whose resources are relatively undeveloped, and the member Governments are asked to recognise the part which international investment capital may play in such development. Recognition is also given to the special difficulties of producers of primary products arising from the disequilibrium which tends to exist from time to time between production and consumption, with the resulting accumulation of burdensome stocks and pronounced fluctuations in prices. Provision is made for the negotiation of inter-governmental commodity agreements to overcome these difficulties. Further, provision is made for the recognition of customs unions on the grounds of the increasing freedom of trade which they encourage through the closer integration of the economies of the participating countries.

11. The main aims of the G.A.T.T. are to secure a multilateral reduction in tariff rates, the freezing of preferential margins as at the 10th of April, 1947 (in the case of Canada the operative date is the

1st of July, 1939) and the general elimination of import and export quotas, and quantitative trade restrictions and licensing.

Provision is however made—

- (a) for restrictions on import necessitated by the need to safeguard a country's external financial position; restriction of this type must be non-discriminatory excepting that a group of territories having a common quota in the International Monetary Fund (e.g., United Kingdom/Colonies group) need not apply the same restrictions amongst themselves;
- (b) for the imposition of anti-dumping or countervailing duties where necessary;
- (c) for the adoption of non-discriminatory measures in the interests of a country's programme of economic development and reconstruction subject to the prior approval of the contracting parties;
- (d) for over-riding measures necessary in the interest of the local economy if imports are being received "in such increased quantities and under such conditions as to cause or threaten serious injury to domestic producers of like or directly competitive products";
- (e) Tariffs—The promotion, establishment, development or reconstruction of a particular industry may be assisted by means of a duty or subsidy without any necessity for seeking the concurrence of the contracting parties to G.A.T.T. or the members of International Trade Organisation. The adoption of quantitative regulation as a means of protection, however, does require such concurrence. So far as can be judged from the indications at Geneva and Havana, approval for quantitative regulation would be unlikely to be forthcoming unless it could be demonstrated, beyond all reasonable doubt, that it was likely to be more suitable, practicable and reasonable as a protective measure than a duty and/or a subsidy, and also less restrictive of international trade. In the international field, therefore, protection by means of import licensing is likely to lead to difficulties which protection by duty should avoid.

12. It should be emphasised that the Agreement does not provide for the elimination of Imperial Preference: it does, however, provide for the reduction of preferential margins and prohibits the raising of existing margins of preference. It is, however, noteworthy that in the initial bargaining no reductions were offered on a major colonial product such as sugar and the Secretary of State has consulted the Government of Jamaica before agreeing to concessions on other commodities.

In this connection it is mentioned that the President of the Board of Trade recently gave an assurance in Parliament that it was the policy of His Majesty's Government in the United Kingdom only to agree to reductions in preferences where tariff concessions of equal advantage were secured, and also to agree to no changes in preferences without the fullest consultation with the other countries involved.

Under the "most-favoured-nation" principle all tariff negotiations agreed by other countries automatically become available to each "participating" country whether those reductions were negotiated with the particular country or with some other country. Similarly each country extends its own tariff reduction to each of the other "participating" countries.

13. Jamaica's direct concern in any international trade negotiations is to ensure that, so far as is practicable, there should be no scaling

down of preferences granted by the United Kingdom and other self-governing territories within the Commonwealth.

His Majesty's Government is fully aware of this position which is a matter of common concern to most Colonies. It is however, unlikely that Jamaica, by refusing to accede to G.A.T.T., would strengthen her bargaining position should the question of the scaling down of preference margins be pressed and it is therefore necessary to continue to rely on His Majesty's Government to protect the vital interests of Jamaica.

Meanwhile there is ample provision in the various clauses to safeguard local interests should special circumstances warrant such measures.

14. In the circumstances it would appear that no advantage will be gained by refusal to accede provisionally to G.A.T.T. Our non-adherence to G.A.T.T. has, in fact, had unfortunate repercussions in connection with the export of dye woods to France. A 30% ad valorem duty, which was suspended in 1939 and during the period when imports were restricted by licence, has now been re-imposed. The rate of duty on logwood products from countries which have adhered to G.A.T.T. is 10%.

15. It has been confirmed by the Secretary of State for the Colonies that the reason for not according to Jamaica the "most-favoured-nation-rate" of duty was that the Colony has not acceded to G.A.T.T. and that there were no grounds on which to base a claim that Jamaica was entitled to "most-favoured-nation" treatment as regards products other than those provided for in the Convention signed on 8th August, 1902; logwood products were not included in this Convention.

16. Not only, therefore, does Jamaica gain nothing by refusing to accede to G.A.T.T., but she is also precluded from enjoying the automatic right to benefit from any tariff concessions applicable to all signatories to the Agreement.

17. A Resolution seeking your approval to the proposal that His Majesty's Government in the United Kingdom should be requested to accede on its behalf to the protocol of provisional application of the General Agreement on Tariffs and Trade will be moved in due course by the Minister for Finance and General Purposes.

J. HUGGINS,
Governor.

King's House, Jamaica,
17th August, 1950.

No. 70.

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to inform you that discussions have been in progress for the past twelve months between the Secretary of State and the British West Indian territories as to whether, and if so on what terms, these territories should assume responsibility for the British Caribbean Meteorological Service now administered in this area by the United Kingdom Air Ministry.

2. The salient facts are as follows:—

- (a) Before the war there was no adequate Meteorological Service in this area. In Jamaica a sum of £972 per annum was spent on limited climatological and rainfall observations.

- (b) After the outbreak of war it became necessary to extend and improve these services in the interests of the greatly increased avia-tional activity, both military and civil.
- (c) Accordingly the Air Ministry assumed responsibility for the Jamaica Service in 1942 and installed its own technical personnel. The Government of Jamaica continued to contribute £972 per annum.
- (d) The Air Ministry also operated Meteorological Stations in Trinidad, the Bahamas, Barbados and Grenada, all these islands being included in the imperial trunk route system. The cost of all these services, apart from such small local contributions as may have been made, were met entirely from United Kingdom funds up to the 31st March, 1950.

3. Subsequently, the Secretary of State explained that the continuation of the arrangement described could not be justified because the territories concerned were now the principal beneficiaries of the service and that the Air Ministry therefore proposed to terminate the service and withdraw its personnel as from the 1st April.

4. The termination of the service would have the following disadvantages:—

- (a) The British West Indian territories would no longer have an adequate, co-ordinated weather service to assist shipping, facilitate air communications or to provide adequate warning of hurricanes.
- (b) There would be a serious gap in the international meteorological network, and the many air services of economic value to the West Indies would be disrupted; these services include the British trunk routes services, British West Indian Airways and the United States and Canadian Services terminating in, or traversing, the Caribbean.
- (c) Even if the air line operators provided their own meteorological services, to do so as a commercial venture would be contrary to international policy and the services would not be integrated with each other or with the international network.

5. The original proposals as to the basis on which these territories should assume responsibility for these services were not acceptable to this Government for financial reasons. The Secretary of State has now made new proposals, which are more favourable.

These provide for:—

- (a) the assumption of responsibility for these services on a minimum scale as agreed upon with the representatives of the Ministry of Civil Aviation and Colonial representatives at the recent conference at Havana; and
- (b) a proportionate contribution by each territory to a small headquarters in Trinidad.

As explained below, the net additional cost of these proposals will be of the order of £2,000 per annum over the initial six-year period.

6. The Secretary of State is prepared to consider assistance from the Colonial Development and Welfare Central Allocation up to a maximum of £190,000 towards the cost of the service in the area—this sum would be in addition to His Majesty's Government's proportionate contribution to the cost, when finally determined, of the ground services required by the Imperial trunk routes. This assistance would not count against the Colonial Development and Welfare allocations to the Colonies.

Subject to the approval of the West Indian Governments concerned, i.e., Jamaica, Trinidad, Bahamas, Barbados and Grenada, the Secretary of State proposes:—

- (i) that these Governments should accept financial responsibility for the present service as from the 1st of April, 1950, with the addition of a small headquarters staff in Trinidad, the cost to be met in part from contributions by His Majesty's Government, in part from the Colonial Development and Welfare Central Allocation and in part from funds to be provided by the West Indian Governments;
- (ii) that a Regional Director who would co-ordinate the services in the various West Indian Islands should be appointed;
- (iii) that the proportionate cost of the service during 1949-50 which should normally be met by West Indian Governments, namely, £26,000 should be met from the Colonial Development and Welfare Central Allocation;
- (iv) the recurrent cost of the present service is approximately £35,000 per annum and the estimated cost of the Headquarters Organisation is £4,000 per annum making a total recurrent cost of £39,000 per annum. The latest information shows the 1949-50 cost as follows:—

Trinidad	..	..	£15,300
Jamaica	..	..	9,600
Bahamas	..	..	8,700
Barbados	..	..	670
Grenada	..	..	560
			<hr/>
			£34,830

The Secretary of State is prepared to make a contribution of £13,000 per annum from Imperial Government funds for three years as from the 1st of April, 1950, towards the estimated annual recurrent cost of £39,000. This contribution to be reviewed in October, 1952, to determine the scale of future contributions from April, 1953;

- (v) the Secretary of State is also prepared—

- (a) to grant assistance from the Colonial Development and Welfare Central Allocation over the period 1st April, 1950, to 31st March, 1956, towards the recurrent cost of the services to the several West Indian Governments inclusive of British Honduras, British Guiana and Leeward Islands, in the following amounts:—

Jamaica	..	..	£24,000
Trinidad	..	..	24,000
British Guiana	..	..	12,000
British Honduras	..	..	8,000
Leeward Islands	..	..	8,000
Windward Islands	..	..	4,000
Barbados	..	..	4,000
			<hr/>
			£84,000

- (b) to meet the capital cost of Air Ministry equipment now in use in this area suitably written down to £3,587 from the Colonial Development and Welfare Central Allocation;
- (vi) the balance of the Colonial Development and Welfare Central Allocation, approximately £80,000 would be earmarked for assistance to the provision of the capital equipment which may become necessary, such as scientific instruments, meteorologi-

cal station buildings and accommodation for staff and to help in meeting the recurrent costs of any extension in the present service which may be called for.

West Indian Governments which are likely to experience difficulty in the provision of their respective proportions of the cost from the 1st of April, 1950, will be permitted to draw larger sums from their provisional Colonial Development and Welfare allotment during the early years of the scheme, scaling down the assistance they receive from this source in later years.

The question of any expansion of the present service and any increases in the contributions from West Indian Governments and from His Majesty's Government will be a matter for mutual discussion and subsequent agreement amongst the several parties.

- (vii) the Air Ministry personnel at present in charge of the services will remain in the West Indies until trained local staff are available.

7. In so far as Jamaica is concerned, it is recommended that the full assistance be sought from Colonial Development and Welfare funds in respect of 1950-51 to meet Jamaica's share of the recurrent costs to supplement the £972 already provided in the current year's estimates. The approximate financial implications will then be as follows:—

Estimated cost (1949-50)	..	£9,600	
Add cost of Headquarters Staff for 6 months	..		550
Less His Majesty's Government contribution for 1 year	..	£3,566	
Jamaica contribution	..	972	
Assistance from Colonial Development and Welfare funds	..	5,612	
		<hr/>	<hr/>
		£10,150	£10,150

The measure of assistance from Colonial Development and Welfare funds to be sought towards the recurrent cost for the remaining years, and the amount which should also be sought from the capital allocation, will be brought up for consideration in due course.

8. The effect of these proposals over the six-year period would be:—

(i) Full Jamaica share of recurrent costs at £10,700 per annum	..	£64,200
(ii) Less His Majesty's Government's one-third contribution on the assumption that the review of this contribution in October, 1952, will not lead to a reduction at the expense of the Colony	..	21,400
		<hr/>
		£42,800
(iii) Less Colonial Development and Welfare assistance	..	24,000
		<hr/>
		£18,800

Thus Jamaica may be called upon to contribute approximately £3,100 a year, but the annual contribution to these services at present is £972, so the additional cost will be approximately £2,000 per annum, subject to any economies which may be effected in due course.

9. Whilst intimating that the proposals leave many points of detail for later clarification and that both technical and financial modification

may, on further examination, prove to be desirable, the Secretary of State has asked for an early expression of agreement in principle to—

- (a) the assumption by the Colonial Governments concerned from the 1st April, 1950, of responsibility for the present Air Ministry West Indies Meteorological Service, each Government undertaking to be responsible for the cost of that part of the service functioning in its own territory, and receiving, as set out above, a corresponding share of the United Kingdom contribution and the Colonial Development and Welfare assistance previously referred to;
- (b) the recruitment of a Director of the service to function from Trinidad, the cost of the Directorate being shared between the Governments concerned in proportion to the respective costs of the service in their territories.

10. A Resolution will in due course be accordingly moved in the House.

J. HUGGINS,
Governor

King's House, Jamaica,
22nd August, 1950.

No. 71

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to address you on the subject of the experiment which is being conducted at Lucky Hill in Saint Mary. The Lucky Hill project, is an experiment in communal farming aimed at training its members so that they may in due course manage and operate the project themselves on a community basis. It also seeks to determine whether co-operative farming of the property as a single unit on leasehold tenure is a system which can be satisfactorily applied in Jamaica.

The project is managed and controlled by a Managing Committee working in conjunction with a Settlers Council, and the settlers have understood that a ninety-nine year lease of the property would be given to the community when it had proved its ability and capacity for assuming full and independent management of the property.

2. Amounts totalling £19,385 were provided from Colonial Development and Welfare funds to finance the undertaking, namely—

Loan for purchase of the property ..	£4,100
Loan for housing	7,500
Grant for general development ..	5,500
Grant for salary of overseer (five years)	2,285

£19,385

Working capital is supplied by means of a Treasury advance.

3. The five-year initial period of trial has now ended, and the grant and loan from Colonial Development and Welfare funds have been spent. Because the community possesses no legal entity it has been impossible to formalise the arrangements between Government and the settlers in regard to the lease of the land and the repayment of the housing loan. The constitution under which the settlers have been associated is co-operative in form but in the absence of a co-operative law they could not register as a co-operative society. Furthermore there was some

doubt as to whether, at the end of five years, the community was ready to conduct its affairs entirely on co-operative lines.

It therefore became necessary to consider whether and on what basis the experiment should be continued, and what form of legal entity the community should assume in order that it might be able to enter into a formal lease for the land and make binding agreements for the repayment of its housing loans. A Committee was therefore appointed consisting of the Director of Agriculture, Commissioner of Lands, Deputy Financial Secretary and Treasurer, Assistant Secretary (Agriculture) of the Secretariat, and the Assistant Registrar of Co-operatives to attempt an evaluation of the success of the experiment to date and to make recommendations, *inter alia* in regard to the future organisation of the community and the rules under which it should operate.

4. The Committee's findings were that agriculturally and financially real progress had been made but that in its social aspects the experiment could not yet be said to be successful. Its conclusion was that the present body of settlers was not yet ready to take over the property and operate it successfully on co-operative lines; but that the experiment on leasehold tenure had not failed, results were still inconclusive, and this system of land tenure should be given a further period of trial. The concluding portions of the Committee's report which embodied its recommendations on the project is attached as an appendix to this Message.

5. The recommendations have been accepted by the Executive Council subject only to the following:—

- (i) that the Treasury advance should be renewable from year to year instead of remaining outstanding for the full trial period of five years; and
- (ii) that the subsidy towards the salaries of the Agricultural Leader and Secretary should be reviewed year by year, and should only be continued if the number of settlers remaining on the project justifies it.

6. It is therefore proposed to inform the settlers that Government is prepared to continue the experiment for a further period of five years on the lines recommended by the Committee, and to convey to them the terms of the draft lease of the property prepared by the Committee, and to commend for their adoption the rules of association which the Committee prepared. Accordingly, a Resolution will shortly be moved by the Minister for Agriculture seeking your approval—

- (a) for provision to be made in the Annual Estimates of the colony to meet the subsidy of £500, diminishing annually by £100, towards the salaries of the Agricultural Leader and the Secretary of the community;
- (b) to make available to the community loans from General Revenue up to £2,750 to provide additional housing for the new members, and for the further works of capital development.

J. HUGGINS,
Governor

King's House, Jamaica,
25th August, 1950.

No. 75

MESSAGE FROM HIS EXCELLENCY THE GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

In paragraph 9 of my Message No. 51 of the 5th of July, 1950, on the subject of the Report on the Public Service in Jamaica, 1949, by

Mr. Eric Mills, C.B.E., Commissioner, Public Service Inquiry, I referred to Mr. Mills' recommendations in regard to the establishment of a Public Service Board as a statutory body. The necessary draft legislation to give effect to those recommendations has now been approved by Executive Council and is before the House.

2. The Public Service Board Law, 1950, is designed to constitute the office of Public Service Commissioner and to establish a Public Service Board, and provision is made in clause 8 of the Bill as to the functions to be performed by the Board. The Board will, in short, act in an advisory capacity in regard to those matters affecting the Civil Service already reserved to the Governor. It will be observed that clause 13 seeks to transfer to the Public Service Board functions of a routine nature hitherto discharged by the Governor in Executive Council in relation to the grant of pensions to public officers. Provision is made, however, ensuring that any case of doubt will continue to be determined by the Governor in Executive Council.

3. The establishment of a Public Service Commission is becoming increasingly regarded as an essential feature of present day administration, and the draft bill which has been presented to the House follows the lines of similar legislation in Ceylon, Malta, the Gold Coast, Sierra Leone, Hong Kong and Singapore.

4. No additional expenditure for staff is anticipated and the cost of incidentals such as furniture will be small.

5. It will be observed from clause 4 (1) of the Bill that it is proposed that one member of the Public Service Board should be appointed on the recommendation of the governing body of the University College of the West Indies, thus ensuring that authoritative advice on scholastic standards and related matters will be available. The part that the University College of the West Indies must play in the development of the Civil Services in the Caribbean area is fully realised, and the Principal has expressed the view that the Council of the University College would be in complete agreement with the proposal.

6. I commend the draft Bill for your favourable consideration.

J. HUGGINS,
Governor

King's House, Jamaica,
6th September, 1950.

No. 78

MESSAGE FROM HIS EXCELLENCY THE ACTING GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to refer to the Resolution passed by the Honourable House of Representatives on the 9th of August, 1950, in regard to the proposals contained in the Report by Mr. E. Mills for the regrading of salaries and wages in the Public Service. The recommendations made in that Resolution have been considered by the Executive Council, and I now recommend that, subject to the modifications detailed in this Message, Mr. Mills' proposals for regrading be adopted with effect from the 1st of October, 1950.

2. This Message will be divided into six parts, each of the first five parts dealing with a separate category of public servants:—

PART A. Posts to which it is recommended in the Mills Report that annual rates of pay should be attached.

- PART B.** Posts to which it is recommended in the Mills Report that weekly rates of pay should be attached.
- PART C.** Daily wage rates and task rates.
- PART D.** School Teachers.
- PART E.** Staffs of the Kingston and St. Andrew Corporation, the Parochial Boards, the Water Commission, the Jamaica Agricultural Society, the Jamaica Social Welfare Commission, and other statutory bodies not covered by Mr. Mills Report.
- PART F.** will be concerned with the cost of the proposals, and the effective date.

PART A—ANNUAL SALARY RATES

3. I recommend that the super-scale and fixed salary rates and scales set out on pages 47 to 53 of Mr. Mills' Report be accepted, subject to the adjustments which are detailed in sections (a), (b) and (c) of the first annexure to this Message. The principal changes relate to Scales 14 and 26, which are the new scales proposed for, *inter alia*, First Class Clerks and Third Class Clerks respectively; the reasons for the changes proposed in these two scales are explained in paragraphs 5 and 6 below.

4. *Increment on conversion.* The Mills' proposals have been criticised on the grounds that, in many instances, they will bring no immediate benefit to a considerable number of officers on annual salary rates although in all cases the pensionable emoluments will be improved. In some cases the total receipts over a period covered by a single salary scale would be slightly less than would be the total receipts over the same period should present basic salaries and war bonus at present rates continue over such period. The Executive Council is of opinion that an adjustment should be made which will secure that no officer in receipt of a basic salary of £750 per annum or less immediately before the date of conversion should receive, over any period of years after conversion, less than he would have received if he had remained on his existing salary scale plus war bonus at existing rates, and which will, furthermore, secure that all such officers, with the exception of some who have been in receipt of carrying on allowance, should receive some immediate benefit on conversion. Such adjustment, it is proposed, should be made by means of the addition to the present emoluments of all officers now paid on an annual basis, who, under Mr. Mills' proposals, convert under Colonial Regulation 44 from a present salary scale the maximum of which, plus war bonus, is more than the minimum of the new salary scale, of the equivalent of the value of one increment of the new scale on entry therein, to the extent to which this benefit can be accommodated within the salary scales recommended by Mr. Mills. If this benefit could not be accommodated in full the officer would go immediately to the maximum of his new scale. This arrangement would apply only to officers whose basic salary is £750 a year or less immediately before conversion.

5. *Scale 14. First Class Clerks and others on present scale £350x£25-£475.* The scale proposed by Mr. Mills for the post of First Class Clerks is £445x£25-£570 (Scale 14), whereas the first segment of the administrative scale extends to £595, at which point there is an efficiency bar. I recommend that the scale for First Class Clerk (the highest category in the clerical grade) should be lengthened so that it will comprise in full, instead of only in part, the first segment of the main administrative scale. This would entail a similar extension in the case of the other posts at present grouped with First Class Clerks in the scale £350x£25-£475 which, under Mr. Mills' proposals,

convert into Scale 14, since these posts are considered to be on a par with that of First Class Clerk. It is also recommended that all officers in receipt of a seniority allowance (paid under General Order 131A to First and Second Class Clerks and Deputy Clerks of the Courts with five or more years' service at the top of their grade) immediately before conversion should continue to receive that allowance after conversion.

6. *Scale 26, Third Class Clerks and others.* The arrangement proposed in paragraph 4 above will secure that Second and Third Class Clerks and other officers in the same salary scales who are already in the Service will receive an immediate benefit on conversion and, even should it be that they remain in their present grades until they reach the maximum, will also receive total emoluments over the period of years covered by their new scales not less than would be the total emoluments if existing terms of service were to continue. (In fact, the rate of promotion, already rapid in the case of Third Class Clerks, will be so accelerated by the adoption of the changes in departmental structures recommended by Mr. Mills that many officers now in these grades are unlikely to remain there until the maximum is reached). It is true, however, that new entrants into the permanent Service would, over the period of years covered by the scale proposed by Mr. Mills for Third Class Clerks (£168x£12-£192-£15-£282), be worse off in the aggregate of emoluments than are those entering the Service on the present basic salary scale plus war bonus at existing rates, although, of course, their pensionable emoluments would be far more favourable. It is proposed, therefore, especially having regard to the fact that many of those who are likely to be appointed in the near future to the permanent Service as Third Class Clerks are already serving as Temporary Clerks, that the minimum of Scale 26 should be raised, and the period of the Scale reduced from eight to seven years. The new scale would be £177x£15-£282.

7. *Carrying-on Allowance:* In paragraph 18.6 of his Report, Mr. Mills stated that in his proposals for regrading he disregarded the payment of the non-pensionable carrying-on allowance which was granted to certain classes of professional and technical officers in 1948, and he gave his reasons for so doing. The result of his attitude towards this allowance is that in his proposals, although the war bonus has been absorbed in full in the new basic salaries for these officers, in many cases the carrying-on allowance is not absorbed, or only partially absorbed. Mr. Mills' view was that the substantial increases in pensionable emoluments in the case of these officers would more than offset the loss of immediate emoluments. The Executive Council takes the view, however, that, with the cost of living showing no decline, it would be very difficult for these officers to contract their family budgets at the present time. It is true that they would, under Mr. Mills proposals, be given the option to remain on existing conditions of service, but in the event of so opting they would lose the very substantial ultimate advantage of increased pensionable emoluments. The Executive Council is of opinion that such an offer of option is hardly a fair one in present circumstances, since some officers might well be compelled by their immediate financial circumstances, to remain on their existing terms of service, even though such choice would not, in the long term, be in their best interest and would substantially reduce their retiring benefits. I recommend, therefore, that an officer in a scalar post who is in receipt of a carry-on allowance immediately before conversion should convert on the basis proposed by Mr. Mills, but that he should receive a non-pensionable allowance in an amount equal to the difference between the sum of his basic salary, war bonus and carry-on allowance

on the day before conversion, and his new basic salary on the day of conversion limited, however, by the extent to which this difference can be absorbed by the maximum of the new scale which the officer enters. This non-pensionable allowance would, it is proposed, gradually be absorbed in pensionable emoluments as the officer went up the new scale towards his new maximum, and would thus ultimately be entirely eliminated. In the case of those officers who would benefit by the increment on conversion recommended in paragraph 4 above, the non-pensionable allowance would be reduced to that extent at the outset.

8. *Medical Officers*: In paragraph 5 of the note on page 128 of his Report, Mr. Mills discusses the question of private practice, and recommends that—

- (1) all medical officers appointed to the Service in the future should not be permitted to undertake private practice; and
- (2) those already in the Service should have the right to opt to retain their existing terms of service, including the right of private practice or a non-pensionable allowance of £300 per annum in lieu, or, alternatively, to convert into the new pensionable scale of £1,050x£50-£1,200, thus doubling their present pensionable maximum, but abandoning the right of private practice.

This is an important matter, to which the Executive Council desires to give further consideration after hearing the views of the Director of Medical Services and, meantime, it is proposed to leave out of the scheme for revision of salaries the two posts of Medical Officer and Dental Surgeon, to both of which the right of private practice is at present attached, and also, since their salary scales must be related to those of these two posts, the posts of Medical Officer (Health), Assistant Medical Officer, Temporary Supervising Medical Officer (Health) Yaws Control Extension, Malariologist (Temporary), and Temporary Medical Officer (Health) Yaws Control Extension. The holders of these posts would continue on their existing terms of service until a decision is taken in regard to private practice. It is proposed, as recommended by Mr. Mills, that consultant practice should continue to be permitted.

9. *Regrading on basis of 1950-51 approved estimates*: It is not proposed that there should now be created the new posts advocated by Mr. Mills; and I recommend that there should be no change in the number of posts which are included in the approved estimates for 1950-51, and that the regrading should be on the basis of the posts there shown. The essential need for a few of the new posts recommended by Mr. Mills was recognised when the budget for 1950-51 was under preparation, and these posts are included in the approved estimates; the majority, however, have not been included, and the Executive Council is of opinion that the financial position does not permit of the creation of a number of further new posts at the present time. Mr. Mills' recommendations in regard to the salaries to be attached to certain posts were naturally, influenced by the new departmental structures proposed by him. It has, therefore, been necessary to make certain adjustments in salaries in cases where these structures have been changed by the omission of new posts which he recommended. For example, Mr. Mills recommended the creation of a post of Deputy Director of Medical Services, with salary at £1,600 per annum; since it is not proposed to create this new post, the salaries recommended for the posts of Assistant Director of Medical Services have been raised from £1,450 to £1,500, and of Bacteriologist and the Senior Medical Officers from £1,350 to £1,400.

10. Mr. Mills also recommended certain changes in departmental

structures which do not alter the total number of officers employed in each of the Departments concerned; these changes merely adjust the pyramids for certain categories of posts, and improve the chances of promotion in a number of cases where stagnation has been experienced in the past. For example, in the head office of the Department of Agriculture, in the place of four Female Clerks, Grade II and nineteen Female Clerks, Grade III, Mr. Mills has substituted six Female Clerks, Grade II and seventeen Female Clerks, Grade III. In the Department of Surveys, in the place of three Survey Draughtsmen, Grade I, eleven Grade II and twenty-eight Grade III, a total of forty-two, it is proposed to substitute three Chief Survey Draughtsmen, four Senior Survey Draughtsmen, eleven Survey Draughtsmen, and twenty-four Assistant Survey Draughtsmen, maintaining the same total of forty-two.

11. There is attached, as Annexure II, a schedule of posts, Department by Department, which it is proposed should be adopted as from the 1st of October, 1950, in place of those shown in the approved printed estimates for 1950-51. This schedule provides, in respect of each Department, the same number of posts as given in the approved estimates, but differs from the approved estimates in four respects in so far as posts on annual salaries are concerned:—

- (a) the titles of some of the posts have been changed, in accordance with Mr. Mills' recommendations;
- (b) the departmental structures have been changed as proposed by Mr. Mills for the reason explained in paragraph 10 above;
- (c) the salary rates have been changed to accord with those recommended by Mr. Mills, subject to the modifications detailed in Annexure I;
- (d) the particulars of the staff of the Department of Town Planning, the establishment of which on a permanent basis with effect from the first of October, 1950, was recently approved by the House, follow those given in the application for a Colonial Development and Welfare grant which was attached to Message No. 59 of the 19th July, 1950, and not those given on page 75 of the 1950-51 estimates.

The schedule includes the staffs of the Department of Co-operative Societies, the Department of Geological Survey and the Fisheries Division of the Department of Forests although these organisations were not included in Mr. Mills' recommendations since they had not been created when he began his enquiry. All of these are financed with Colonial Development and Welfare assistance.

12. Other recommendations, affecting the terms of service attached to certain posts on annual salaries, are contained in the note at section (d) of Annexure I.

PART B—WEEKLY RATES OF PAY

13. The House has unanimously recommended that there should not be adopted the proposal put forward by Mr. Mills in respect of the weekly and daily paid employees of Government: this proposal was that there should be established new basic rates which would partially absorb the existing war bonus, and that, in addition, there should be paid a cost of living allowance calculated on the assumption that the permanent increase in the cost of living is represented by the cost of living index at 200, and fluctuating at intervals of three months if the index had risen or fallen during such intervals by five points. Having regard for the opinion of the House in this matter, the Executive Council decided not to pursue the Mills' proposal for a cost of living allowance, but to put forward, for the approval of the House, new wage

rates which would, in all cases, entirely absorb the existing war bonus and, in addition, give some immediate increase, and which, in the case of posts now carrying retiring benefits would carry these benefits on the full amount; these retiring benefits are at present calculated on existing basic rates only.

14. There are at present no less than 70 different wage scales for weekly paid employees; in addition, there is a considerable number of posts on various fixed rates. Any attempt to achieve greater uniformity by reducing the multiplicity of weekly wage ranges (see paragraph 25 of Mr. Mills' report) or to regrade except on the lines proposed by Mr. Mills would inevitably cause delay and expense and would, no doubt, necessitate the appointment of another regrading commission. This would be undesirable and, in order to avoid this, it has been decided to accept (with minor modifications) the wage scales and fixed wage rates proposed by Mr. Mills as a basis for regrading, and to add to these scales and rates amounts approximating to the cost of living allowance proposed by Mr. Mills payable on an index of 250 (column 5 of Table VI on page 37) multiplied in the manner suggested by him in paragraph 24.8 of his report, by a constant factor of 1.25 except in the case of scales and fixed wages in the lowest brackets, when the constant factor is to be raised to 1.50, with a minimum weekly wage of 28/-. In using this method for the creation of new basic wage rates, it is not possible, in order to arrive at scales the steps of which are not in terms of fractions of a shilling, to add to the scales proposed by Mr. Mills the precise amount of the suggested cost of living allowance, and it has therefore been necessary to make certain adjustments rounding off these fractions. The weekly salary scales and the fixed weekly rates which are now recommended for approval are set out in the fourth column of the third Annexure to this Message; in the second and third columns there are reproduced, for purposes of comparison, the present basic scales and fixed rates, and the new basic scales and fixed rates proposed by Mr. Mills, respectively.

15. I recommend that conversion to the new weekly scales proposed should be in accordance with the method proposed by Mr. Mills in paragraph 24.3 of his report; that is to say, weekly wage earners would enter the new scales at the points which correspond to their positions in the existing scales, and would retain incremental date unchanged.

16. On page 58 of his report Mr. Mills gave a list of posts on weekly salary scales which he had specifically regraded upwards on account of the responsibilities attached to these posts. This list includes technical and skilled staff in the Harbour Master's Office, foremen in the Agricultural Department, guards in the Customs Department, warders and wardresses in the Prisons Department, cooks and sanitary workers in the Mental Hospital, clerical assistants in the country hospitals, and others. Under the regrading now proposed the holders of these posts will receive a substantial increase in emoluments, in that they will benefit not only by the regrading proposed by Mr. Mills which, in their cases as in others, has been used as a base for the determination of the new scales now proposed, but also from the addition to the scales proposed by Mr. Mills of a sum approximating to the cost of living allowance multiplied by 1.25 in accordance with the method indicated in paragraph 14 above.

17. The benefits of the regrading now proposed cannot, however, be judged solely by a comparison of column 2 of Annexure III (to which, for the purpose of this comparison, should be added the present war bonus which does not carry retiring benefits) with the new scales given in column 4. For there are two other factors which will bring additional benefits to certain categories of weekly paid employees:—

- (a) Overtime rates are based on basic wages, and war bonus is therefore not taken into account in calculating the payment of these rates; the substantial increases in the basic wages indicated by a comparison of Column 2 with Column 4 of Annexure III will, therefore, bring about a proportionate increase in overtime rates.
- (b) As in the case of the annually paid staff, Mr. Mills has recommended certain changes in the pyramid of certain categories of weekly paid employees. These changes will in each case bring about promotions. For example, in the general works staff of the Public Works Department, Mr. Mills has proposed the increase of ten Unestablished Clerks, Grade I, at the expense of the number provided for Unestablished Clerks, Grade II; there are also similar changes among the grades for headmen in the Public Works Department, postmen, compositors, female bindery workers, baggagemen and others.

PART C—DAILY WAGE AND TASK RATES

18. Attached at Annexure IV is a schedule indicating the present basic daily wage rates, the basic daily wage rates proposed by Mr. Mills, and the daily wage rates which are now recommended. These latter rates have been calculated on the basis which I have described in paragraph 14 above in respect of weekly wage rates. One material change has, however, been made; the unskilled labourer who at present receives $4/6$ basic, plus $2/3$ war bonus, making a total of $6/9$ per day, would, on the formula which has been applied to other rates, receive $7/4\frac{1}{2}$ d. per day; however, the Executive Council has decided to recommend that the minimum wage for an unskilled labourer on daily rates of pay should be $7/6$ per day, and the figure of $7/4\frac{1}{2}$ d. has been adjusted accordingly. This will give the unskilled labourer an increase of 9d. a day.

19. Task rates were increased in 1948 by 10%. It is now proposed that the rates should be increased further by the addition of $12\frac{1}{2}\%$ of the existing rates in the case of unskilled labour, and the addition of 10% in the case of skilled labour. (By "existing rates" is meant the sum of the pre-1948 rates and 10% of those rates).

PART D—SCHOOL TEACHERS

20. Within his terms of reference Mr. Mills was unable to make recommendations for the revision of teachers' salaries and, accordingly, he made no such recommendation in his Report; but, as stated on page 100 of the Report, he did address a special communication to Government indicating how the revision would apply to the remuneration of teachers in elementary schools if their appointments had fallen to be considered within his terms of reference. Attached to this Message, as Annexure V, is a statement prepared by Mr. Mills which, in respect of each category of teacher sets out the present salary grade, the present rates of war bonus and of temporary allowance, and a new scale, absorbing war bonus and temporary allowance, which is recommended by him. The Executive Council has considered the new scales proposed, and recommends their adoption with effect from the 1st of October, 1950, with the following modifications in respect of probationers and pupil teachers:—

Probationers to receive £125 per annum instead of £120.

Pupil teachers who have passed the Third Jamaica Local to receive £54 per annum instead of £48.

Pupil teachers who have passed the Second Jamaica Local to receive £42 per annum instead of £36.

Pupil teachers who have passed the First Jamaica Local to receive £30 per annum instead of £24.

21. The incremental date of all teachers is the 1st of April, 1950, and increments can only be earned on service for nine months in the preceding calendar year. It is proposed that teachers should enter their new scales on the 1st of October, 1950, at the nearest incremental step above their consolidated salaries (i.e., present basic plus war bonus and, where payable, temporary allowance) on the 30th of September; but that they should all retain the 1st of April as their incremental date and accordingly should, if they have the qualifying service, proceed to the next step in the scale on the 1st of April, 1951. Under the arrangement proposed all teachers will receive some immediate benefit upon entering the new scales; and it should be noted that, on account of the increases in incremental steps, many teachers will receive a substantial ultimate benefit from this revision, apart from enhanced pension prospects.

22. The Executive Council has received a memorandum from the Jamaica Union of Teachers seeking a re-arrangement of the whole system of remuneration of teachers, and proposing new salary rates which, if adopted, would greatly increase Government expenditure. The Council also received representatives of the Jamaica Union of Teachers who gave further explanations of their proposals and stated that the additional cost involved was £142,000 per annum. The Executive Council has examined these proposals but, on financial grounds, is unable to recommend their adoption.

23. The Executive Council has also received from the Jamaica Schools Commission a report, prepared by the Salaries Committee of that Commission, recommending a re-organisation of the salary scales for secondary school teachers which, if approved, would necessitate an increased expenditure of about £17,500 per annum on salaries, which would have to be met either by increased Government per capita supplementary grants-in-aid, or increases in school fees, or partly from one source and partly from the other. The Executive Council has decided to ask the new Education Authority, as soon as it is constituted, to consider this report.

PART E—LOCAL GOVERNMENT AND STATUTORY BOARDS

24. Mr. Mills' recommendations did not extend to the staffs of the Kingston and St. Andrew Corporation, the Parochial Boards, the Water Commission, the Jamaica Agricultural Society, the Jamaica Social Welfare Commission, the Institute of Jamaica, the Tourist Trade Development Board and certain governmental services, such as the 4-H Clubs, which are financed from Colonial Development and Welfare funds. All these organisations are either assisted or entirely financed from Government grants; all of them pay war bonus to their staffs in addition to basic salaries.

25. In respect of the employees of these various organisations who are at present on annual or weekly rates of pay it is proposed to draw up new salary scales which will in every case completely absorb the war bonus in new basic rates, and thereafter to send a statement of these new scales to each organisation for comment. This, it is hoped, can be done before the end of this month, except in the case of the Jamaica Agricultural Society about which I shall shortly be addressing you separately. As soon as the comments on these regradings have been received from the organisations concerned they will be considered by

the Executive Council and thereafter recommendations for regrading will be made to you.

As regards labourers employed by Local Government authorities and statutory boards on daily or task rates, it is proposed that authority should be given to pay the same rates as are adopted by Central Government as from the 1st of October, 1950, if these organisations are in a financial position to do so without assistance by way of additional grants-in-aid.

PART F—COST OF THE PROPOSALS AND THE EFFECTIVE DATE

26. The following summarises the estimated cost of the proposals made in this Message in respect of a period of twelve months after their implementation:—

A—POSTS CARRYING ANNUAL SALARIES

Application of the Mills' regrading (modified as detailed in Annexure I) to posts included in the 1950-51 approved Estimates, together with conversion with one increment for those not otherwise receiving any immediate benefit under the Mills' regradings.

(a) Civil Service	£78,000
(b) Subordinate posts on annual salaries	54,000
B. POSTS CARRYING WEEKLY SALARIES	82,000
C. DAILY WAGE RATES AND TASK RATES	87,000
D. ELEMENTARY SCHOOL TEACHERS	37,000
Total Central Government	£338,000

27. It is estimated that, in addition, a sum of approximately £60,000 will be required to meet the cost of a regrading of the annually paid and weekly paid staffs of Local Government and statutory bodies (other than the Water Commission and the Jamaica Agricultural Society) in order to absorb present war bonus into new basic salary scales. Separate proposals are being made to the House for an increase in the revenue derived from trade licences; but, since trade licences are paid on the 1st of April, this additional revenue will not be obtained until next financial year; it will then accrue directly to the Kingston and St. Andrew Corporation and Parochial Boards and will offset, at least in part, the cost of a regrading of Local Government officers on annual and weekly salaries; to the extent to which the cost of regrading is not so offset it will be necessary for the local authorities to raise additional revenues; since, however, this cannot be done immediately, the cost of the regrading of these officers in respect of the second half of this financial year will, it is proposed, be met, exceptionally, by additional grants-in-aid to the Kingston and St. Andrew Corporation and Parochial Boards.

No account has been taken of any additional expenditure which may be incurred by these organisations due to any increases which they may decide upon in respect of the rates of pay of employees paid on a daily or task basis; such additional expenditure would have to be met from the revenues of these organisations, since, as indicated above, it is not intended that grants-in-aid should be increased on this account.

The costs of regrading of the annually paid and weekly paid staffs of the Water Commission and the Jamaica Agricultural Society have been omitted from the sum of £60,000 mentioned above since, in the case of the Water Commission, that statutory body will have to raise its own

Pupil teachers who have passed the Second Jamaica Local to receive £42 per annum instead of £36.

Pupil teachers who have passed the First Jamaica Local to receive £30 per annum instead of £24.

21. The incremental date of all teachers is the 1st of April, 1950, and increments can only be earned on service for nine months in the preceding calendar year. It is proposed that teachers should enter their new scales on the 1st of October, 1950, at the nearest incremental step above their consolidated salaries (i.e., present basic plus war bonus and, where payable, temporary allowance) on the 30th of September; but that they should all retain the 1st of April as their incremental date and accordingly should, if they have the qualifying service, proceed to the next step in the scale on the 1st of April, 1951. Under the arrangement proposed all teachers will receive some immediate benefit upon entering the new scales; and it should be noted that, on account of the increases in incremental steps, many teachers will receive a substantial ultimate benefit from this revision, apart from enhanced pension prospects.

22. The Executive Council has received a memorandum from the Jamaica Union of Teachers seeking a re-arrangement of the whole system of remuneration of teachers, and proposing new salary rates which, if adopted, would greatly increase Government expenditure. The Council also received representatives of the Jamaica Union of Teachers who gave further explanations of their proposals and stated that the additional cost involved was £142,000 per annum. The Executive Council has examined these proposals but, on financial grounds, is unable to recommend their adoption.

23. The Executive Council has also received from the Jamaica Schools Commission a report, prepared by the Salaries Committee of that Commission, recommending a re-organisation of the salary scales for secondary school teachers which, if approved, would necessitate an increased expenditure of about £17,500 per annum on a full year; would have to be met either by increased taxation or by supplementary grants in any way through the financial year, and, since one of the measures for increased taxation which are being put forward separately cannot have effect immediately, the yield this financial year will be less than half of that which would be anticipated in a full year; the yield for the remainder of the financial year is accordingly estimated at £170,000.

29. Mr. Mills recommended that his proposals should have effect from the 1st of April, 1950, and he evidently felt that the financial position of Government was such as to enable this. But it must be remembered that the cost of Mr. Mills' proposals (excluding the provision for new posts) was not more than £210,000 (including elementary school teachers, but excluding task workers and the staffs of Local Government and statutory boards). Paragraphs 6 and 7 of Sir John Huggins' Message No. 51 of the 5th of July, 1950, refer. However, the proposals which are now put forward give benefits to the weekly and daily paid employees of Government, and also to certain categories of officers in the Civil Service, which are substantially greater than those proposed by Mr. Mills. Having come to the decision that additional taxation should not be imposed which would yield more than a sum of £170,000 during the remaining months of this financial year, and that a limit must be imposed on demands made on the surplus balance for this purpose, the Executive Council was faced with the alternatives of giving effect to the bare Mills proposals from the 1st of April, 1950, and of giving effect from the 1st of October, 1950, to the proposals which have been

the Executive Council and thereafter recommendations for regrading will be made to you.

As regards labourers employed by Local Government authorities and statutory boards on daily or task rates, it is proposed that authority should be given to pay the same rates as are adopted by Central Government as from the 1st of October, 1950, if these organisations are in a financial position to do so without assistance by way of additional grants-in-aid.

PART F—COST OF THE PROPOSALS AND THE EFFECTIVE DATE

26. The following summarises the estimated cost of the proposals made in this Message in respect of a period of twelve months after their implementation:—

A—POSTS CARRYING ANNUAL SALARIES

Application of the Mills' regrading (modified as detailed in Annexure I) to posts included in the 1950-51 approved Estimates, together with conversion with one increment for those not otherwise receiving any immediate benefit under the Mills' regradings.

(a) Civil Service	£78,000
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B. POSTS CARRYING WEEKLY SALARIES	82,000
C. DAILY WAGE RATES AND TASK RATES	87,000
D. ELEMENTARY SCHOOL TEACHERS	37,000

Total Central Government .. £338,000

27. It is estimated that, in addition, a sum of approximately £60,000 will be required to meet the cost of a regrading of the annually paid and Local Government and statutory bodies (other than of State Agricultural Society) in order to meet Jamaica's annual Separate Development and Welfare Sources. The full implementation of our development projects will provide the opportunities for employment. At one and the same time, that development projects which will also that the wages of ... already be met by the ... for the ... the ... of 1/6d in the ... some £210,000. The ... in direct conflict with ... try and commercial develop- ... Government is, therefore, of ... it would be contrary to the ... industry. Moreover, there are already ... replacement and it is probable that the ... not only prove a strong discouragement to ... from outside but would seriously impair the ... tries to survive in a competitive world.

... affect the ... of unemplo- ... in full the proposals made ... Resolution of the 9th of ... that wages should be ... basic salary plus war bonus.

... to refer to a request which was ... to Government on the 16th of ... general regrading which is implicit ... Council received representatives ... at their request, on the 7th of August. ... the proposal was for the payment of a ... of existing basic wages, that this allo-

... connection ... Trades Un- ... Year Plan ... at the ... services ... carrying-on allowance

6. For these reasons Government is not prepared to contemplate any radical alteration to the Ten-Year Plan which, it is assumed, is what is intended by the criticisms in paragraph 8 of the Interim Report. This, however, does not rule out in advance such adjustments in the Plan as may be rendered necessary by increased costs or by deterioration in the Colony's financial position. The review of the Ten-Year Plan has already been put in hand and any proposals to vary the Plan will be put before the House in due course.

7. I wish to observe in this connection that, while Government endorses, in general, the opinion of the Committee that, in considering unemployment, palliatives should yield to reproductive development works, the Committee itself does not appear to have adhered entirely to this important principle; for example, in the "Memorandum of the Proposal to establish an Agricultural Development Corporation in Jamaica" it is intimated that economic development would have to be subordinated to the desire to afford employment to agricultural workers. This would jeopardise the commercial success of the project if it were adopted.

8. It is agreed that the present unemployed cannot be absorbed in existing private and Government enterprises. For this reason it has been the policy of Government, and will continue to be so, to encourage further development either by direct Government action—for example, the Mid-Clarendon Irrigation Authority—or by expanding the credit facilities required, or by creating favourable conditions to attract private investment.

9. Subject to these general comments, and to further study, the views of Government on the more important specific proposals contained in the Report are as follows:

10. *Provision of £1,000,000 over the next 12 months to enable the operation of Island wide development works during that period.* The estimated General Revenue balance at 31st March, 1951, is £1,662,566. After the deductions of £450,000, representing the value of Un-allocated Stores and £138,686 as outstanding advances, the Colony is left with £1,073,880 as its only liquid reserve to face the uncertain financial and economic prospects of the future. If this sum is reduced by a further £500,000 (that is by half the £1,000,000 referred to in the Report) the liquid reserve of the Colony will, in fact, be negligible in relation to the existing scale of expenditure and to possible commitments. As regards commitments, not only is it being recommended that provision should be made for the implementation of the Mills Report, but it is also impossible to guarantee that expenditure as forecast in the Estimates will not, in the near future, be exceeded. Moreover, in view of the deficit on the year's operation for new posts, 1949-50, the estimated deficit in 1950-51 and the need to provide teachers, but excludes such as flood and hurricanes, together with the already and statutory local circumstances, it would be extremely imprudent sub-
No. 51 of the 5th of June the liquid reserve. Since, however, the planning of are now put forward give us, and alternative methods of financing will, of Government, and also to the Government and since there is an undoubted need to Service, which are substantial, Special Works which will at the same time Mills. Having come to the decision that the country Parishes and in the Corporate not be imposed which would yield a dividend to recommend provision of an additional remaining months of this financial year, the Estimates as supplementary expenditure imposed on demands made on the Government, the House of Representatives for the Executive Council was faced with the decision that will be sought in due course. As to the bare Mills proposals from the 1st of October, 1950, to the 31st of March, 1951, the Government has commented on the possibilities effect from the 1st of October, 1950, to the 31st of March, 1951, below.

Government for a loan of £2,000,000 to forward this recommendation.

dition for consideration by His Majesty's Government, and this had, in fact, been done. In this connection Members will be aware, from a recent Press release, that His Majesty's Government are already alive to the unemployment problem and the financial and economic difficulties in Jamaica; and that, in order to assist this Government, have signified their willingness to allow capital to be raised from blocked sterling securities, as an exceptional case, to finance the proposed development project in the Healthshire Hills.

12. Additional Taxation: The Executive Council takes the view that the costs of any development programme, on a scale large enough to contribute to the easement of the unemployment problem, must be shared by posterity and cannot be borne, in entirety, by a generation already heavily taxed, faced with serious economic problems and hard put to meet the recurrent costs of Government. In other words, the financing of new measures likely to have a permanent effect on the unemployment problem must be sought in loans and not, as proposed in paragraph 9(iii) of the Committee's Report, in increased taxation. Such additional taxation as can be imposed without placing a severe brake upon economic development will be required to meet swelling recurrent charges and to maintain the surplus balance at a prudent level. The Select Committee put forward three specific proposals for increased taxation on each of which I shall now comment briefly:

(a) *Purchase Tax on special and luxury items.* It should be understood at the outset that luxury expenditure in Jamaica forms so small a part of the total expenditure on goods and services that the possibility that its taxation can make any substantial contribution to development expenditure on the scale proposed should not be exaggerated. Luxury taxation might well be imposed to improve, to some slight extent, the Island's balance of trade, but since luxury expenditure is, of its very nature, elastic, it could also be drastically curtailed by abstention from consumption if heavy taxation were imposed on it. This curtailment would have the effect of diminishing import and possibly freeing funds for investment, but it should not be regarded as a sustained and certain source of substantial funds for development. However, having regard to this proposal of the Select Committee, it is recommended, as will be seen from the further Message which I am addressing to you today in regard to new measures of taxation, that certain luxury goods should now bear a surtax.

(b) *Capital Gains tax.* The possibility of a tax on profits obtained from the realisation of assets on isolated transactions is under examination by Government and examples of comparable taxation in other countries are being obtained. It is not, at present, possible to estimate the yield that might be obtained from this source.

(c) *Surtax on Companies' profits.* A special surtax of 1/6d in the £ levied on all Companies might yield, in theory, some £210,000. The imposition of such a tax, however, would be in direct conflict with Government's policy of encouraging industry and commercial development; it would go far to nullify the stimulus given to industry by the Pioneer Industries (Encouragement) Law. Government is, therefore, of the opinion that, even on the assumption that Companies could bear increased taxation on this scale, to impose it would be contrary to the proclaimed policy of encouraging industry. Moreover, there are already signs that industry, in present circumstances, lacks the funds required for reinvestment and capital replacement and it is probable that the result of any taxation would not only prove a strong discouragement to any further investment from outside but would seriously impair the chances of existing industries to survive in a competitive world.

13. *Expedition of Schemes already approved under Ten-Year Plan.* It is difficult to reconcile the reference in the Committee's Report to hospitals, schools and housing, with the recommendation that reproductive development works should be given priority. It should also be realised that Government is experiencing increasing difficulty in financing the Ten-Year Plan owing to increased costs. The problem at the moment, however, is not so much how to expedite schemes already approved but how to maintain even the existing scale of expenditure. The increased cost of the hospitals at Annotto Bay, Spanish Town and Morant Bay, from £347,000 to £471,000, is an example of the difficulties already facing Government; and this and other costs will be markedly increased further in consequence of the proposals to increase wage rates recommended in my Message No. 78. It should also be remembered that expenditure on hospitals, schools and housing is, in great measure, made up by the cost of materials and supervision and could make no very substantial contribution to the solution of the unemployment problem.

14. *Investment in Jamaica of 50% of the total amount of Savings Bank Funds.* The Government Savings Bank Law, Law 35 of 1941, prescribes that not less than two-thirds of the moneys held on account of Savings Bank depositors shall be invested, in such a manner as the Governor in Executive Council shall approve, in the public securities of the United Kingdom of Great Britain and Northern Ireland or of any British Dominion, Colony (other than Jamaica) Protected State or Protectorate, or any territory under His Majesty's Government trusteeship. The remainder, not exceeding one-third of the total, may be placed on deposit with the Treasurer (Accountant General) and in such bank or banks as the Manager of the Government Savings Bank may, with the approval of the Governor in Executive Council, from time to time direct or may be invested in the public securities of Jamaica as the Governor in Executive Council shall approve. The major reasons for this allocation of savings bank deposits are as follows:—

- (i) the freedom of the market for securities in London;
- (ii) the many facilities possessed by the Crown Agents for management and investment, the Crown Agents being constantly engaged in investment business on behalf of numerous Colonial Governments;
- (iii) the necessity to ensure that the solvency of the bank is not imperilled in circumstances which might at one and the same time adversely affect the credit of the Colony and cause widespread withdrawal of deposits—e.g., in the event of natural disasters such as earthquake, hurricane and crop disease; and
- (iv) the fact that Jamaica local registered stock of any considerable amount is not readily realisable on the local market and is not quoted on the London market.

It is of the utmost importance that a sound banking organisation, whether commercial bank or Government Savings Bank, should have a sufficiency of assets realisable without loss to ensure that, in the event of any extraordinary demand for withdrawals, cash can be obtained to satisfy the demand immediately or within a very short period. In these circumstances Government considers that, to permit the investment in Jamaica of more than one-third of the Bank's funds might well reduce the amount of assets that could be readily realisable in an emergency. It should also be borne in mind that it is the poorer sections of the community, whose confidence may be most easily disturbed, who make the greatest use of the Savings Bank. Furthermore, Government is not prepared to be responsible for discriminatory treatment of this class of depositors by compelling the use of their savings for projects from which the wealthier classes may hold aloof.

15. *Agricultural Development Corporation.* As regards the proposal to institute an Agricultural Development Corporation, the creation of the Cameroons Development Corporation, which the Committee cites as an example, arises from circumstances which are entirely different from those obtaining in Jamaica. The Cameroons Development Corporation was formed to take over from the Custodian of Enemy Property in Nigeria, as going concerns, established plantations with equipment and special rail and port facilities. This Corporation has also a cheap labour force. It should be understood that, if a similar Corporation were instituted in this country, it would have to build from the foundation and could not expect to take over valuable capital assets. The Corporation would also have to be managed as a business concern and would, therefore, need to operate where it was most economically advantageous and not necessarily where incidences of unemployment were greatest. Nevertheless, if it is appreciated that there can be no true comparison between the Cameroons Development Corporation and the proposed Agricultural Development Corporation in Jamaica, this proposal merits serious consideration. Indeed, an Agricultural Development Corporation for Jamaica might well play an important part in the development of the resources of the Island if the initial capital could be provided, but, like any other semi-commercial enterprise the emphasis would have to be on development rather than directly on the unemployment; and unless it were to become the recipient of an annual subsidy—which Jamaica could not afford—its labour costs would have to be economic.

16. The remaining specific proposals of the Committee will also be examined by Government in greater detail subject to the general question of finance.

17. In conclusion, I must emphasise that Government has found, in the past that the successful solution of the unemployment problem in Jamaica is far more difficult and complex than the Committee appears to have appreciated. Increased employment can be secured only through increased productivity, either directly or by so increasing the national income that more funds are made available, through the channels of taxation or investment, to finance further development. There are no easily accessible sources of additional taxation and, in particular, there is no large wealthy class in Jamaica whose savings can be used, through taxation, for development projects. The availability of savings for development is already a matter of concern to Government. It is probable that further taxation of industry would diminish economic activity and so decrease both employment and Government revenue.

18. Having regard to these difficulties therefore, Government proposes to continue the development programme of the Ten-Year Plan and to seek such further opportunities for development as financial resources permit. In this connection I would lay stress on the importance of the contribution that can be made by each working man or woman in Jamaica, whether employer or employed. Efficient and hard work, giving full value for each shilling received, is essential if full and economic use is to be made of the resources of this Island.

19. I would also draw attention to the need for local investment in Government's development programme. Internal loans between 1946 and 1948 raised only £1,886,370 out of the £3,400,000 required. Another attempt is now being made to raise funds locally by means of the £500,000 premium bond issue. If this is a success Government will proceed to float larger issues to finance the expansion of productive works which, it is agreed, are so urgently required. The possibility of dealing adequately with the unemployment problem in Jamaica lies, therefore, largely in the hands of the public and the Select Committee has rightly drawn attention to the need for self-help. Loans abroad are,

at best, uncertain and are unlikely to be forthcoming unless it can be shewn that Jamaica has endeavoured to help itself to the best of its ability. The success of the premium bond issue may well be the measure of the desire for self-help and Government hopes, therefore, that the energies of Members of both Parties will be directed to making the issue a success.

20. Finally, it must be inferred, that, in presenting an Interim Report in broad terms, the Committee was aware of the work that remains to be done before detailed proposals for development, which will at the same time relieve unemployment, can be elaborated. In this Message I have merely outlined Government's approach to a serious and far-reaching problem in general terms. Those of the Committee's outlined proposals that have not been dealt with in this Message are under examination in order to determine the details that must be assessed before any practical conclusion can be reached.

King's House, Jamaica,
18th September, 1950.

D. C. MACGILLIVRAY,
Acting Governor.

No. 89

MESSAGE FROM HIS EXCELLENCY THE ACTING GOVERNOR
TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to seek approval of the House for the provision of the sum of £50,000 under Head 52 Subventions Sub-Head 83, Special Works in the Corporate Area, for expenditure on the first stage of the development programme in connection with the Industrial Estate in Western Kingston and, at the same time, as a contribution to the relief of unemployment in the Corporate Area by means of a programme of directly productive works.

2. Plans have already been drawn up for the development of the Industrial Estate in Kingston in accordance with the Government's policy of fostering expansion of the industrial development in the Island. These plans include the provision of factories for leasing to industrialists. Before, however, the construction of factories can be considered it is essential to provide basic facilities such as roads and drainage. The initial surveys and estimates for the construction of roads have been completed and it is intended to commence construction as soon as practicable.

3. The immediate programme covers the construction of the following roads:—

(i) Branch Road No. 1 from Greenwich Town to the Government Leaf Spot Control Station, i.e., parallel and adjoining the existing Railway line (inclusive of the cost of land acquisition) ..	£31,599
(ii) Branch Roads Nos. 2, 3 and 4 parallel to each other and adjoining Branch Road No. 1 ..	£14,706
(iii) Contingencies to allow for increased costs of materials and recent rise in the cost of labour	£3,695
	<hr/> £50,000

4. A Resolution will be moved accordingly by the Minister for Finance and General Purposes, in due course.

King's House, Jamaica,
18th November, 1950.

D. C. MACGILLIVRAY,
Acting Governor.

No. 94

MESSAGE FROM HIS EXCELLENCY THE ACTING GOVERNOR

TO

THE HONOURABLE THE HOUSE OF REPRESENTATIVES

MEMBERS OF THE HOUSE OF REPRESENTATIVES,

I have the honour to refer to the letter dated 21st December, from the Chairman of the Finance Committee of the House of Representatives, informing the Acting Colonial Secretary that the Finance Committee at its meeting held on the 21st December decided not to approve the Executive Council's proposal that a sum of £10,000 should be advanced to Jamaica Utilities Limited to enable the Company to pay insurance premiums. The Finance Committee may not have appreciated fully either the consequences of such a decision or the reasons upon which the proposal of the Executive Council was based. I am therefore now addressing the House on the subject by Message.

2. In view of the grave consequences to the community which will assuredly follow the failure of the Company to meet its obligations in regard to its insurance premiums by the 1st January, 1951, and since it is proposed that the funds required should be made available, without any increase in Government's financial commitments, in the form of an advance on account of the payment which it will be necessary to make to the Company after the close of the calendar year in accordance with section 14 of the Public Passenger Transport (Corporate Area) Law, No. 20 of 1947, I strongly recommend in the circumstances explained below, that the House should approve this advance.

3. On the 16th December, Government received a letter from the solicitors of the Company enclosing a letter from the insurers of the motor vehicles operated by the Company to the effect that the Insurance Company concerned would not be prepared to continue the insurance after the 31st December, 1950, unless Jamaica Utilities Limited should first pay sums amounting to £4,800 in arrears of premiums. Moreover, Jamaica Utilities Limited were reminded by the Insurance Company that a further payment of £4,000 would become due on 1st January, 1951, for the premiums in respect of the quarter ending the 31st March, 1951. Thus Jamaica Utilities Limited is required to make a payment of £8,800 for insurance premiums by the 1st January, 1951.

4. In accordance with the provisions of section 3 of the Motor Vehicles Insurance (Third-Party Risks) Law, No. 4 of 1939, it is an offence for any person to use, or to cause or permit any other person to use, a motor vehicle on a road, unless there is in force in relation to the use of the vehicle such a policy of insurance or such a security in respect of third-party risks as complies with the requirements of the Law. Unless, therefore, the Company is able to pay the premiums due it will be unable to operate its vehicles without infringing the Law.

5. In the event that Jamaica Utilities Ltd., should cease to operate a public passenger transport service at the end of this month on account of inability to renew its insurance policies, there would appear to the Executive Council to be no probability that a sufficient alternative service for the Corporate Area and the necessary administrative organisation and capital to operate such a service could be provided in so short a time, especially having regard to the number of vehicles likely to become available for the purpose. The result, therefore, of the failure of Jamaica Utilities Ltd., to renew its insurance policies would almost inevitably be that the Corporate Area would be without any bus service on the 1st of January, 1951, a Public Holiday, and for an indefinite period thereafter. It is therefore clearly in the interest of good Govern-

ment to ensure, if possible, that the service at present provided by Jamaica Utilities Ltd., is not suspended on the 1st of January, and it would appear that the financial position of the Company is such that the continuation of the service can only be secured if Government should place the Company in a position to pay the premiums on its policies.

It should be appreciated that, so long as the Public Passenger Transport (Corporate Area) Licence, 1947, remains effective no road licence may be granted by the Road Traffic Authority in respect of the operation of a stage or express carriage within the Corporate Area except with the approval in writing of Jamaica Utilities Ltd., (Section 3 (2) (e) of the Public Passenger Transport (Corporate Area) Law, 1947) and that, in the event of that approval being given or of the Public Passenger Transport (Corporate Area) Licence, 1947, being revoked, any licence issued by the Road Traffic Authority to any person or Company to operate a stage or express carriage within the Corporate Area would have validity for a period of not less than three years in accordance with the Road Traffic (Amendment) (No. 2), Law, 1949.

6. The audited accounts of the Company for the nine months ended the 30th September, 1950, are now available and have been examined by Government.

The profit and loss account indicates that for the first nine months of the Company's financial year a loss of £38,506 has been incurred on the Company's operations. Assuming the same rate of loss for the remainder of the calendar year the total loss on the year's operations will be not less than £51,000.

7. The consumption of petrol over the first six months of the year amounted to 471,489 gallons. On this basis the duty on the year's consumption of petrol is estimated at £62,800.

8. Honourable Members will recall that section 12 of the Public Passenger Transport (Corporate Area) Licence, 1947, provides as follows:—

“where

- (a) there are no profits and any sum standing to the credit of the Excess and Deficiency Fund is insufficient; or
- (b) the profits together with any sum standing to the credit of the Excess and Deficiency Fund are insufficient,

to enable the licensee to declare the permitted rates of interest then the Governor in Executive Council shall by order made under section 14 of the Law cause to be paid to the Licensee such sum not exceeding the amount collected by way of customs duty on any fuel imported into this Island and used by the Licensee for consumption in any stage or express carriage operated under this Licence or in any vehicle approved by the Board as a maintenance vehicle for the purpose of the undertaking during the year in which the Licensee is unable to declare the permitted rates of interest, as will enable the Licensee to make good any such loss and to declare the following rates of interest before deduction of income tax—

- (i) to debenture holders—4½%
- (ii) to preference shareholders—5% interest on paid-up capital;
- (iii) to common shareholders—6% interest on paid-up capital”.

Section 14 of the Public Passenger Transport (Corporate Area) Law No. 20 of 1947, provides that:

“Where under any licence granted under section 3 of this Law provision is made for the payment in certain circumstances to the licensee of an amount not exceeding the amount collected by way of customs duties on any fuel imported into this Island and used by the licensee for the purpose of the operations of the service under the licence, then the Governor in Executive Council may by order cause

to be paid to the licensee in accordance with the provisions of such licence such amount of such duty as may be specified in such order."

9. Since as indicated in paragraph 6 and 7 above it is apparent that the loss on operations for the calendar year 1950 will be in the region of £51,000, to which must be added the dividends payable on share capital in a total amount of some £11,000, and since the total duty payable on petrol consumed during the year is estimated at £62,800, it is abundantly evident that Government will be legally committed to the payment to the Company of the sum of about £62,000 as soon as the audited accounts for the calendar year have been received.

10. Honourable Members will note that the £10,000 which it is proposed to advance is covered by the payment to which the Company will be entitled under the terms of the Law and of the Licence when the audited accounts for the full financial year are received. Even if it could be assumed that the accounts for the final quarter of the Company's operations would show a miraculous improvement over the first three quarters of the year, there is no conceivable possibility that Government, by advancing £10,000, would be advancing a sum in excess of its ultimate liability for the financial year ending on the 31st December.

11. Finally, I wish to emphasise that any such advance will in no way prejudice consideration by Government of the report of the Commission of Enquiry which has been appointed under the Commissions of Enquiry Law to investigate the public transport system in the Corporate Area.

12. The Resolution appended hereto will be moved by the Minister for Finance and General Purposes.

D. C. MacGILLIVRAY,
Acting Governor.

King's House, Jamaica,
23rd December, 1950.

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